

INBAR'S THEORY AND STATEWIDE
PLANNING FOR COMMUNITY COLLEGES

By

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Abstract of Dissertation Presented to the Graduate School
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This study examined the consistency between both the formulation and implementation of one piece of state legislation affecting Florida community colleges and Inbar's model for educational planning. The legislation selected as the focus of the study was Florida Statute 84-240.117. It mandated the use of placement tests for students entering associate in arts degree programs in Florida.

This study was divided into two distinct parts. A case study approach was used to record and analyze the qualitative data. Two interview schedules were developed, pilot tested, and used as instruments for data collection with key individuals identified as influential in each part of the study.

Part I was the study of the formulation stage of planning. Data were collected through interviews and a review of legislative documents, presented as a case study, and then compared to the first three categories of Inbar's model.

Part II addressed the implementation of the legislation at three selected community colleges. Administrators at each institution were interviewed. Data were analyzed to provide three case studies. Each set of data was compared to the final two categories of Inbar's model.

The comparison of activities at each institution revealed identical combinations of category levels within the conceptual frame of reference. More than one level was identified for most of the model's categories. Activities recorded for each stage of the planning process were classified in all four quadrants of the model indicating an eclectic planning process had occurred.

The researcher concluded that legislators perceived their roles as being creators of solutions rather than partners in a planning process. The impact of numerous issues and individuals on the development of state legislation decreased the likelihood of a rational or well-defined planning process. Inbar's model and theory were useful as a framework for the collection and analysis

of data although the recorded process did not exemplify a continuous cycle of planning. The recognition of a suitable educational planning theory could have ensured a more efficient process. Finally, many planning activities conducted by Florida community colleges were in anticipation of future state mandates.

CHAPTER I

INTRODUCTION

The issue of state control of community college governance versus local institutional autonomy has long been a lively topic among community college educators. Historically, strong local control by boards of trustees has been a characteristic of community colleges. Individual institutions of some states were loosely joined as state systems under the direction of the state board of education or the state board governing the university system. Several studies have documented a continuing nationwide trend toward greater state control (Day & Bender, 1976; Hughes, 1978; Martorana & McGuire, 1976; Wattenbarger, 1968) in part due to increasing public demand for academic and financial accountability.

Florida has one of the largest statewide community college systems. Initially community colleges were governed by the local school boards of the districts where they were located. In 1968, legislation established a local board of trustees separate from the local school district board to govern each institution. At that time, at least 75% of the fiscal support for the community colleges came from state revenues; the remainder of the fiscal support came from student fees with a small portion

coming from federal programs (Owens, 1978). The high percentage of state support appropriated by the legislature was used as a main rationale for initiating or increasing legislative actions affecting both long- and short-range planning for the state community college system (Day & Bender, 1976; Hughes, 1978). The wide-reaching effects of these decisions forced educational administrators to recognize the necessity for a better understanding and wider participation in the legislative planning process (Folger, 1976).

Adams and Bjork (1969), Anderson and Bowman (1964), and Dror (1963) defined educational planning as the process of preparing a set of decisions for future action pertaining to education. Inbar (1975) noted three basic assumptions useful for further defining the term educational planning. First, planning is a process involving the bringing about of a particular course of action. Second, planning implies change which may involve resistance from opposing groups. Third, planning involves the use of social power that may be defined as a system's ability to carry out a proposed change.

The process of planning was defined for the purpose of this study as including the stages of discussion before a plan is adopted; the establishment of goals; the adoption of a plan; the feedback of information and reactions resulting from the plan's implementation; and any

reevaluation and revision of the plan, goals, or priorities (Hayward, 1964; Inbar, 1980). Planning was perceived as a continuous process with feedback allowing constant interplay between the various components. Inbar (1975) identified these components as (a) the nature of the plan, (b) the power resources, and (c) the implementation patterns. The depiction of this concept of educational planning is shown in Figure 1.

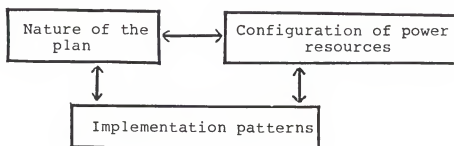


Figure 1. Theoretical frame of reference for educational planning (Adapted from Inbar, 1975, p. 1).

Several models of educational planning have been developed during the past few decades. In addition, several tools or techniques to aid educational planners have been developed and widely used. In 1980, Inbar analyzed numerous models and techniques in developing a theory of educational planning that incorporated a scheme to compare, contrast, and categorize the various models and techniques. This scheme was first a framework upon which other planning models may be categorized, and second, a device for describing how planning occurs. Inbar (1980)

used his findings to hypothesize about the different types of planning processes.

Inbar (1980) suggested that all educational planning processes could be categorized into four basic types although he also warned that these classifications were not mutually exclusive nor would any planning activity fall exclusively in one classification. Inbar derived these classifications from combinations of the five categories of planning activities: goal orientation, type of knowledge, planning strategies, patterns of implementation, and planning objects.

Inbar (1980) maintained that all planning activities were based on the knowledge of the planners. Knowledge could be either explicit or tacit. Explicit knowledge was well-formulated and could be transmitted and translated into operational terms. Tacit knowledge was implied or implicit; it was not expressed openly. He further suggested that educational planning activities were based on the need to allocate resources or cause a behavior. Therefore, another category used to classify planning activities was goal orientation which includes either an allocative or a behavioral goal. By combining the two types of knowledge and goals, Inbar (1980) developed the four basic classifications which he referred to as the quadrants in the conceptual frame of reference for educational planning. The quadrants are shown in Figure 2.

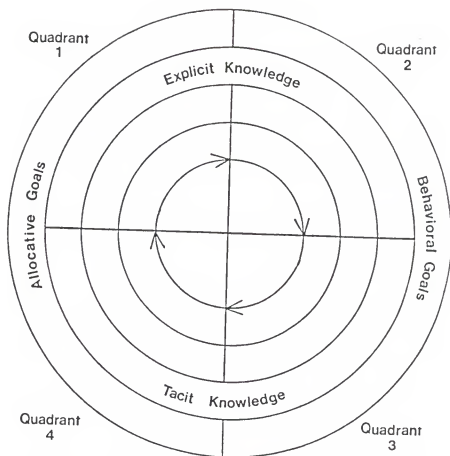


Figure 2. Four quadrants of the conceptual frame of reference (Adapted from Inbar, 1980, p. 383).

Each of the quadrants, with the interrelationship between the categories therein, delineate a distinct and logical process of planning. For example, if in planning for a change in the allocation of materials, money, and manpower, the planners relied upon expert knowledge and planned in a rational, step-by-step process, then the plan should be implemented through the use of formal, contractual arrangements within the institutions (Kimbrough & Nunnery, 1983). Therefore, Inbar's hypothesis about the

internal consistency of a set of categories (a quadrant) is useful to educational planners as a predictive instrument for future planning.

The question of whether Inbar's theory can be applied to a statewide planning process or whether it is appropriate for a system of higher education has not been tested. The importance of statewide educational planning to the Florida community college system as previously detailed, dictates that those educators involved with this level of education gain a greater theoretical understanding of the planning process. It can be implied that if educators have an adequate understanding of planning theory, they would be involved more effectively in the planning process including the various components of delineating the nature of the plan, accessing adequate resources, providing feedback, and implementing the decisions. Consequently, the premise of this study was the application of Inbar's theory to the statewide planning process for the Florida community college system.

Purpose of the Study

This study examined the usefulness of Inbar's (1980) theory of educational planning for describing statewide planning as evidenced by legislative enactments that were implemented by community college systems. The study focused on one legislative act selected from 1979 through 1984 legislation that was designed to affect enrollment in

community college associate in arts degree programs. Specifically, the study determined the degree of consistency between both the formulation and implementation of statewide planning for Florida community colleges and the categories within the quadrants of Inbar's model. The specific questions investigated were as follows:

1. What goal orientation, type of knowledge, and planning strategy were utilized by those involved in the formulation and passage of the identified legislative decision?
2. What implementation strategy and planning objects were utilized at each of three community colleges for the implementation of the legislative decision?
3. To what extent was the identified statewide educational planning process consistent with the categories within one or more quadrants of Inbar's model?
4. Are there any inconsistencies between the recorded example of statewide planning for Florida community colleges and Inbar's theory?

Justification of the Study

A need exists for a theoretical basis upon which educational planners can depend. Freeman (1977) stated "there appears to be little theoretical underpinning for comprehensive planning. This is due to limited experience, lack of research, and the absence of any formal system for exchanging information" (p. 43).

Hoy and Miskel (1982) and Kimbrough and Nunnery (1983) suggested that a theory should serve four functions. First, a theory should serve as a taxonomy to classify what is observed or known into a scheme. Second, it should be an explanatory device for describing possible relationships among events. Third, it should serve as a predictive tool from which the user can determine possible future outcomes. Finally, a theory should operate as the basis for further research and the extension of knowledge.

Inbar's (1980) theory of planning was used as the theoretical basis for this study. Inbar's (1980) conceptual frame of reference was developed to be used taxonomically as a scheme for classifying the activities within the planning process. Lembcke (1984) found that Inbar's (1980) theory was explanatorily useful for the educational planner. Lembcke studied seven sets of decisions made by community college personnel to determine their consistency with Inbar's theory. Six of the seven sets of decisions studied matched one of the quadrants of Inbar's (1980) conceptual frame of reference. The seventh set of decisions involved "fairly unique organization development planning activities directed toward a planned reorganization" (Lembcke, 1984, p. 142). Lembcke suggested that the theory may well serve the educational planner with equal success for describing and comparing past, present, and future planning practices. Therefore,

Lembcke (1984) concluded that Inbar's (1980) conceptual frame of reference was useful for describing and comparing educational planning activities.

Inbar's (1980) conceptual frame of reference introduced a comprehensive view of educational planning as a continuous and varied process of achieving different goals through different types of knowledge, planning strategies, implementation patterns, and planning objects. (p. 144)

Lembcke (1984) suggested that research was needed to add to the information concerning (a) "the frequency of the various types of planning (quadrants) suggested by Inbar (1980) for different sectors in education such as . . . postsecondary education, and for various levels of planning within each sector such as . . . statewide planning" (p. 145), and (b) the identification of "significant trends and forces within the educational environment that are or have the potential of impacting educational planning processes and resources" (p. 146). This study addressed those suggestions.

Definition of Terms

The study contained several terms needing clarity. The following terms were defined for the purposes of this study.

Associate in arts degree program. A two-year postsecondary degree that is most often identified as the first two years of study toward a baccalaureate degree. The program is designed to provide a liberal arts background prior to a student entering upper division.

Allocative goals. Planning outcomes related to determining the distribution of resources such as manpower, money, aids, and buildings (Inbar, 1980).

Behavioral goals. Planning outcomes related to behavioral changes usually reflective of preferred values and ideals (Inbar, 1980).

Categories. Planning constructs about goals, knowledge, strategies, implementation patterns, and objects which are depicted in the conceptual frame of reference (Inbar, 1980).

Conceptual frame of reference. Inbar's (1980) schema of related planning constructs by which educational planning activities can be clarified and analyzed.

Florida Community College System. A statewide system of 28 two-year postsecondary institutions located and designed to meet the needs of local service areas in addition to state needs. These institutions have assigned missions to provide (a) general education (university parallel programs), (b) occupational/technical/vocational education programs, (c) adult and continuing education programs, and (d) compensatory education programs.

Legislative act. A legal bill passed into law by the Florida legislature.

Patterns of implementation. Arrangements of social actions in a given space and time, directed at creating the appropriate circumstances to enable a plan to be put into

action. The four types of patterns of implementation are institutionalized discipline, manipulative persuasion, reeducational, and explorative (Inbar, 1980).

Planning strategy. Planning and developing modes and processes that are catalytic in causing the implementation of the decisions made in the early stages of educational planning. The four types of planning strategies identified by Inbar (1980) are rational, mixed scanning, incremental, and linkage.

Delimitations

There were certain delimitations within which the study was conducted.

1. The focus of this study was the statewide educational planning processes occurring in Florida designed to affect the community college system. The study included only the processes resulting in one selected legislative act that was implemented at the institutional level.
2. The study further was restricted to a legislative act that affected enrollment in the associate in arts degree programs of the community colleges and was selected from those legislative acts passed beginning in 1979 through 1984.
3. The study did not evaluate the success of the planning process in improving education, nor did the study judge the appropriateness of the decisions made by

each of the decision makers other than to determine the consistency of the process with Inbar's theory of educational planning.

Procedures

The planning process has two distinct stages: the formulation stage and the implementation stage (Inbar, 1980). Consequently, this study included two bodies of data, each related to a stage. The data from each stage were gathered, analyzed, and reported separately. First, key participants in the formulation stage were identified and interviewed. The data gathered were analyzed by participant and summarized for all participants. A comparison was drawn to the first three categories of Inbar's (1980) theory. Second, key administrators of selected community colleges were interviewed and pertinent documents were reviewed to determine how the legislation was implemented at each institution. The data then were compared to the categories of Inbar's theory.

Several courses of action were taken. The researcher proceeded in the following manner.

1. The researcher identified legislative acts passed from 1979 through 1984 in Florida designed to affect student enrollment in community college associate in arts degree programs and selected one act that resulted in identifiable change within community colleges throughout Florida.

2. Literature and research on several related topics were reviewed. These topics included statewide educational planning, Inbar's conceptual frame of reference, and the legislative decisions.
3. Two interview guides were developed and pilot tested. These instruments were included in the appendices.
4. The researcher interviewed selected key participants in the process of formulating and passing the identified legislative act.
5. Legislative documents were reviewed to collect supplemental data regarding the formulation and passage of the designated legislative act.
6. The information was summarized and analyzed to determine the type of knowledge, goal orientation, and planning strategies utilized in the planning process.
7. The researcher interviewed administrators at selected community colleges. These individuals were identified as participants in the implementation of the legislative act at those community colleges.
8. The information obtained through interviews with administrators was summarized and analyzed to determine the patterns of implementation and planning objects used at each of the selected community colleges.
9. The descriptive data were classified and compared with Inbar's (1980) conceptual frame of reference using given categories and definitions.

10. The findings and conclusions were presented.

Inconsistencies between the planning process and Inbar's model were analyzed to determine the social, political, and environmental factors or trends which may have contributed to these inconsistencies.

Assumptions

There were several assumptions inherent in this study. It was assumed that legislative enactments were a part of the statewide planning process. Further, it was assumed that legislation was designed to produce desired changes, and that some changes occurred, although these may not always have been as originally designed. Finally, it was assumed that the process of planning was identified through interviews with people directly involved in the planning activities, and through examination of documents associated with specific planning activities.

Organization of the Study

The study is reported in five chapters. Chapter I was an introduction to the problem studied. Chapter II summarizes the review of literature and research related to this study. Chapter III describes the data collection and research method used in this study. Chapter IV includes a case study and analysis of the formulation of the legislation, case studies and analyses regarding the implementation of the legislation at three selected community colleges, and a comparison of the data to the

conceptual frame of reference for educational planning (Inbar, 1980). Chapter V includes the conclusions drawn, the implications of this study, and the recommendations for additional research.

CHAPTER II

REVIEW OF LITERATURE

Planning

The term planning is loosely defined in the literature. For the purpose of this study, planning is defined as a purposeful and rational set of decisions and actions taken to bring about desired change. As stated in Chapter I, the planning process includes several steps: information gathering; discussion; decision making about goals, actions, and consequences; development of written plans; and the inclusion of revisions throughout the implementation of the plan.

Some literature reviewed in Chapter II referred to decision making as if it were the major and perhaps only step in the planning process (Knezevich, 1975). Likewise, some literature discussed the topic of policy making or policy development as if interchangeable with planning (Metcalf & Urwick, 1940). These literary works have been included in this review when the terms were defined as a major part of the planning process, or when the terms were used broadly enough to encompass many of the same aspects of planning (e.g., information gathering, decision making, development of written documents, and the revision during implementation). Although the terms planning, policy

development or policy making, and decision making are not synonymous, some writers use them interchangeably.

Knowledge of both the interrelatedness of terms and the awkwardness of their broad usage provides the reader with a clear understanding.

The topic of planning is broad. Consequently, several subtopics related to the field of education are reviewed in Chapter II. The review includes the evolution of the concept of educational planning, the use of statewide planning, Florida legislative planning efforts, and the use of the case study approach in planning research.

Educational Planning

Educational Administration Theories

The relatively new concept of educational planning evolved during the 20th century as part of the study of educational administration, a branch of the study of administration. Knezevich (1975) noted the importance of planning when he summarized the writing of eight authorities on administrative theory. Knezevich studied such authorities as Fayol, Gulick and Urwick, Sears, and Campbell and found all included planning as an important element of the administrative process. Although Campbell did not identify planning as a separate element, he included it as a part of programming. In spite of consistent inclusion as a central element in

administration, the concept of planning has not remained constant, but has evolved with the various concepts of administrative theory.

The initial effort to study effective administration was referred to as the traditional or scientific era (Kimbrough & Nunnery, 1983). "One of the central doctrines of this era was the separation of policy development (politics) and policy execution (administration)" (Kimbrough & Nunnery, 1983, p. 246). Taylor (1911), a leader of this era, wrote about the scientific principles of administration. One of these principles was the separation of planning by administration from the performance by workers.

The transitional era of administrative theory (Kimbrough & Nunnery, 1983) focused on the need to include the perceptions, needs, and attitudes of people and their relationships in the organization. During this era, the idea was begun that since decision making and implementation were two steps in the same process, the same people should be involved in both steps. Follett, an early leader of the transitional era, noted that those people most affected by change should be involved in both the formation and later adjustment of planning (Metcalf & Urwick, 1940). Follett's four principles of collective planning are as follows:

1. Co-ordination by direct contact of the responsible people concerned.

2. Co-ordination in the early stages.
3. Co-ordination as the reciprocal relating to all the factors in a situation.
4. Co-ordination as a continuous process.
(p. 297)

While Follett focused more on the need to involve the worker in the decision making process, Simon (1976) wrote of the need for administrators to be involved in both the policy formation and the implementation stages.

The process of decision does not come to an end when the general purpose of an organization has been determined. The task of 'deciding' pervades the entire administrative organization quite as much as does the task of 'doing' -- indeed, it is integrally tied up with the latter. A general theory of administration must include principles of organization that will insure correct decision making, just as it must include principles that will insure effective action. (p. 1)

The third era of administrative theory was based on the belief that all organizations could be explained and understood as systems. System theorists (Kast & Rosenzweig, 1979; Miller, 1978) defined the educational organization as a system involving interrelated and interdependent subsystems and supersystems. These interrelated systems transmitted information (feedback) allowing each system to adjust either to change or maintain stability as needed. System theorists viewed the process of change as an ongoing, continuous opportunity for an open system to react in an effort to ward off entropy. The need for continuous reactions to both outside and inside forces,

caused the necessity of planning. Such planning provided a stabilizing basis for these reactions. The use of feedback enabled the organization to utilize new information in the continuous cycle of formulating and implementing plans and therefore allowed the system to remain flexible.

For the purpose of this study, planning was further described as having three aspects. First, planning is a continuous, cyclic process including both formation and implementation stages (Banghart & Trull, 1973; Cope, 1978; Hayward, 1964; Inbar, 1980; Nadler & Bozeman, 1983; Palola & Padgett, 1971; UNESCO, 1971). Second, planning involves a study of the future for the purpose of alternative courses by which to direct forthcoming actions (Adams & Bjork, 1969; Anderson & Bowman, 1964; Dror, 1963; Halstead, 1974). Third, planning should result in desired change (Bennis, Benne, Chin, & Corey, 1976; Cunningham, 1982; Inbar, 1976).

Types of Educational Planning

There are many types of educational planning listed in the literature. Some of the more prevalent types are comprehensive, short-term, long-term, tactical, and strategic planning.

Comprehensive planning is defined as including all functional, long-term aspects of a particular project and the social mechanisms of the organization such as laws, regulations, and policies (Branch, 1966). Freeman (1977)

stated there were several required principles of comprehensive planning. These principles included a strong executive leadership, the commitment of that leadership to planning, and substantial financial commitment. He also included the importance of clear definitions of purposes, missions, goals, and procedures; coordination throughout the organization; broad participation; and linkage with academic and financial concerns. Additionally, Freeman (1977) stated the need for flexibility; complete, accurate, consistent, and timely information; and a means of evaluation performance.

Kotler and Murphy (1981) and Waterson (1965) classified planning types based on the determined time period of the plans. Short-term planning usually referred to a set of decisions affecting a five-year-or-less period of time. Examples of such planning are "physical plant decisions, development efforts, and program (curricular) modifications. The majority of colleges and universities are engaged, to some degree, in short-range planning" (Kotler & Murphy, 1981, p. 47). Long-range planning "utilizes both quantitative and qualitative assessments of the external environment to determine institutional priorities and strategies" (Kotler & Murphy, 1981, p. 47). According to Kotler and Murphy (1981), only a few colleges and universities seemed to be using long-range planning effectively.

The terms strategic and tactical planning originated as military terms (Keller, 1983; Morrison & Renfro, 1984) complimentary of each other. Strategic planning is broad in scope; tactical planning is more narrow (Ackoff, 1970). Strategic planning refers to the comprehensive and long-term situation while tactical "is concerned with selecting means by which to pursue specific goals" (Ackoff, 1970, p. 5) within the strategic plan. Morrison and Renfro (1984) stated that

the prime tasks of strategic management are to understand the environment, define organizational goals, identify options, make and implement decisions, and evaluate actual performance. (p. 3)

Many writers have noted the difference between long-range and strategic planning. Anthony (1965), Drucker (1980a), Echols (1985), Keller (1983), Kotler and Murphy (1981), and Morrison and Cope (1985) designated strategic planning as the improved form of planning. Cope (1981) argued long-range planning should be augmented by strategic planning. He summarized the contrast between these types of planning: long-range planning assumed a closed system within which short-range five-to-ten year blueprints were constructed, whereas strategic planning assumed an open system whereby organizations must constantly changed as they integrated information from turbulent environments. According to Drucker (1980b), long-range planning optimized for tomorrow the trends of today and, therefore, used more linear thinking. Strategic

planning, however, aimed to exploit the new and different opportunities of tomorrow and thereby allowing for more effective planning (Drucker, 1980b).

Strategic planning had become so widely used in corporate enterprise that, in 1986, Gray reported the finding of a study of American multibusiness corporations that had used strategic planning. He noted although 87% of the companies remained firmly committed to the future use of strategic planning, over half expressed discontent with the outcomes of previous experiences. These frustrations were mainly due to difficulties encountered in the implementation of such plans. Gray warned that if planning were viewed as having two separate parts (formulation and execution), a dichotomy within the organization would be encouraged. This dichotomy would result in a breakdown in the success of the implementation of the plan.

Cope (1978) praised the use of strategic planning in institutions of higher education by focusing on the successful outcomes of its practice.

Strategic policy planning results in: (1) the determination of the basic long-range goals of the institution, (2) the adoption of courses of action, and (3) the allocation of resources necessary for reaching these goals - all being integrated and inseparable. . . . strategic planning sets the direction for the institution. (p. 8-9)

The literature and research about planning are filled with examples of how educational administrators have used a variety of types of planning in an effort to make their

institution or educational system run most effectively. Several types of planning may exist concurrently or sequentially within an organization. The most appropriate type should be determined by the needs of the organization.

In an effort to implement the various types of planning, numerous models or techniques have been developed that outlined a step-by-step approach for planners to follow. These models or techniques have been used by educational administrators to organize and direct the planning efforts. This study utilized Inbar's conceptual frame of reference (1980) that, among other things, is a framework for categorizing these various models. Inbar's framework is designed to further the holistic concept of educational planning.

Inbar's Conceptual Frame of Reference

The schema

Inbar (1980) analyzed the various techniques for planning and grouped them within a schema, a conceptual frame of reference. The frame of reference was built around the following five categories:

1. Goal orientations
 - (a) allocative
 - (b) behavioral
2. Types of knowledge
 - (a) explicit knowledge
 - (b) tacit knowledge

3. Planning strategies

- (a) rational
- (b) mixed scanning
- (c) incremental
- (d) linkage

4. Patterns of implementation

- (a) institutionalized discipline
- (b) manipulative persuasion
- (c) reeducational
- (d) explorative

5. Planning objects

- (a) system and subsystem parameters
- (b) role and personality
- (c) group and individual
- (d) environment and organization (p. 380)

The first two categories are combined to produce the four quadrants in the frame of reference as described in Chapter I. Each quadrant is a complete set of planning activities, but each quadrant is defined differently according to the concepts, values, and purposes of the educational planners. The first three categories (types of knowledge, types of goals, and planning strategies) are descriptive of the formulation stage of planning. The final two categories (patterns of implementation and planning objects) are descriptive of the implementation stage of the planning process. Figure 3 depicts the

conceptual frame of reference with the four quadrants completed.

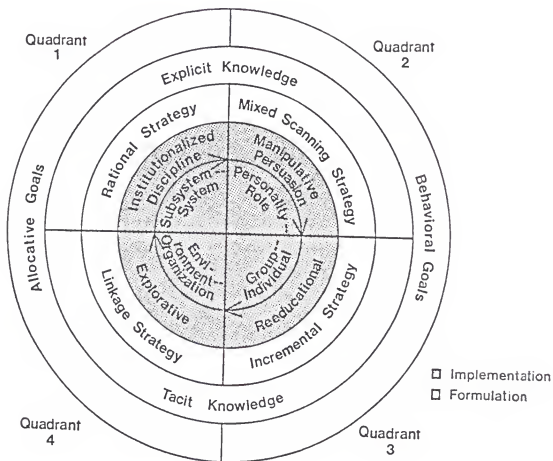


Figure 3. The conceptual frame of reference (Adapted from Inbar, 1980, p. 383).

Quadrant I

Quadrant I represented a complete set of planning activities based on goals that affect the allocation of needed resources such as money, manpower, aid, or materials (Inbar, 1980). Allocative goals were concerned with the input-output concept of resources and view education itself as a resource allocated to society.

The decisions surrounding the formulation stage of planning were based on explicit knowledge. Inbar (1980) observed from several such sets of planning activities that the combination of allocative goals and explicit knowledge often led to the use of a rational planning strategy. The concept of rational decision making was first introduced by Barnard (1938) and was later expanded by Simon (1976). Etzioni (1976) defined the rationalistic approach as planning well in advance, setting goals, and formulating and implementing a plan in line with knowledge and desires. Keller (1983) stated that rational planners usually perceive planning as a comprehensive approach to long-range problem solving and the maximization of goals. The use of rational planning strategies was later enhanced by the use of the computer (Keller, 1983). Computerization allowed for rapid and flexible use of many types of information to be used in the decision making process. Rationality relied upon a well ordered, hierarchical system which emphasized the analysis and maximization of preferred alternatives.

The implementation of such plans was based on institutionalized discipline because they relied upon a rational hierarchy with a determined relationship among the components. Formal, contractual arrangements within the organization were used to implement the plan.

The techniques and modes of quadrant I planning as analyzed by Inbar (1980) included Program Evaluation Review Team (PERT), Plan Program Performance Budgeting (PPBS), Performance Budgeting System (PBS), Management Information Systems (MIS), linear programming, cross-matrix analysis, and teacher supply-demand-modes. These techniques or modes represented a reliance upon hierarchy, rational planning, and formal sanctions within the organization.

Inbar (1980) raised some question as to the educational credibility of quadrant I types of planning activities. He asked, "To what degree do they support or, maybe, impose constraints on the educational process, which might contradict basic educational concepts?" (p. 384).

Quadrant II

Second quadrant activities again were based on the utilization of explicit knowledge, but the objectives were oriented toward educational behaviors. These goals were "quite formalized and often oriented primarily toward the formal aspects of the educational system: toward structural changes" (Inbar, 1980, p. 384). Inbar noted that usually the explicit changes planned were quantitative in nature, such as changes in grade structures, but hoped qualitative changes would also occur.

The planning strategy most often found by Inbar (1980) to accompany behavioral goals and explicit knowledge was the mixed scanning strategy. This planning strategy

included a combination of both rational and incremental decision making. Etzioni (1976) defined incrementalism as a planning strategy that used a series of small decisions, each affecting the existing plan only by small degrees. Incremental planning "assumes we know little about the future, our goals may change as we progress, and commitment to a plan sacrifices a flexibility that the unpredictable future renders essential" (Etzioni, 1976, p. 80). He argued that by mixing both rational and incremental strategies, the shortcomings of both were reduced. The mixed scanning strategy oscillated between the implementation of a broad, yet detailed master plan and the implementation of a series of small steps taken one at a time, each step determined by the last. Since the preexisting decisions of a master plan were being mixed with the continuous decisions of those implementing the plan, manipulative persuasion was needed to guide the implementation (Inbar, 1980). Manipulative persuasion involved a deliberate increase in awareness of selective values and sanctions so those being influenced were not aware of it occurring (Inbar, 1980).

The objects of planning for quadrant II activities were the organizational role and personality of the individual. Examples of the individual's role within the formal organization were "planning of teacher training, preparing of educational administrators based on social science content, system authority, flow charts,

accountability, management of education, educational policy formation, and planning control systems" (Inbar, 1980, p. 385). Organizational development (OD) was identified as a set of quadrant II planning activities directed toward the personality aspects of behavior (Inbar, 1980); the analyses of both politics in educational planning and change theory were examples of quadrant II planning activities that focused on blending the personality of the individual with their role in the organization.

Quadrant III

Quadrant III planning activities were oriented toward behavioral goals and based on tacit knowledge. Inbar (1980) listed three assumptions of these types of planning activities: much of human behavior can be better explained than predicted; the educational process is highly unpredictable since it is mainly based on a unique interaction in specific situations; and implementation is greatly affected by attitudes, norms, and values.

An analysis of these types of planning strategies that involve rapid change, and therefore a high degree of uncertainty, identified the use of an incremental strategy. Incrementalism allowed the interaction of facts and values through a series of steps. Thus, the strategy provided the acceptable implementation of necessary changes. The implementation strategy relied upon the use

of a reeducative process. Chin and Benne (1976) defined the reeducative process as using participation and involvement to bring about attitude and value changes.

Quadrant III planning activities were implemented using "trial and error, intuition, association, insight, and inspiration" (Inbar, 1980, p. 386) rather than applying a rational format. The idiographic dimension of the organization (Getzels & Guba, 1957) was manipulated as the means of achieving desired behavioral changes from the object of the planning which was either the individual, the group, or a combination of both individual and group.

One example of quadrant III planning activities in curriculum development was creativity education (Torrence & Myers, 1970). Other examples of quadrant III planning activities were "planning for program change or preparation of staff where the value of the transfer of explicit knowledge was limited and the desire was to develop sensitivity and insight" (Kimbrough & Nunnery, 1983, p. 356).

Quadrant IV

Fourth quadrant planning activities were based on allocative goals and tacit knowledge. The planners assumed a relationship between the environment and the organization during the educational process although no clear cause-effect relationship could be established. Therefore, the planning strategy established a linkage, an educational

network, to provide support for the plan. Systems analysts, Katz and Kahn (1978), maintained these linkages should be dynamic by nature in order that the maintenance and adaptive structures of the system could accommodate the change without endangering the system. The adaptive structure allowed for change to be an accepted and necessary part of organizational development.

Both the environment and the organization were the objects of the desired goals established through the planning process. The planners concentrated on the assumed relationships and impact of environment and organization on the educational process (Inbar, 1980). There were several examples of this type of planning. These included the curricular development of the University of the Atlantic located in New Hampshire and "futuristic" planning exercises (Henderson, 1982).

Inbar (1980) attributed the acceptance and use of these types of planning activities to the "accumulated frustrations and failures of more conventional types of planning" (p. 387). The validity of such exploratory planning is proved in the future applicability of desired goals. Users of this type of planning must assume the dynamic nature of the implementation pattern will allow for continued change (Inbar, 1980).

A comparison of quadrants

Each quadrant of Inbar's (1980) conceptual frame of reference was defined as including different types of

planning activities. Inbar warned that a set of planning activities would not fit exclusively into one quadrant, but rather the profile of these activities could be categorized. He further raised the question of additional categories created by other possible combinations. These warnings were a reminder that the frame of reference was composed of flexible rather than rigid and simplistic categories.

Inbar (1980) compared the quadrants from I to IV as a move from "the 'hard' factors of education to 'soft' ones" (p. 386). The hard factors were more systematic and more oriented toward quantitative measurement and input oriented while the soft factors were oriented toward the individual, qualitative measurement, and behavioral processes (Inbar, 1980). The first quadrant included the most rational and systematic activities; fourth quadrant activities were the least concerned with these properties. Quadrant IV activities involved a great deal of creativity and exploration; first quadrant activities involved the least propensity toward creativity and exploration.

Inbar's theory of educational planning (1980) defined planning as shaped by the situation and the various individuals and organizations involved in that situation with the most prevalent types of planning categorized within four quadrants. Since planning is situation specific and, according to Inbar (1973), political and

social in nature, research of planning activities must be based on specific instances with much of the data qualitative in nature. Therefore, the environment and background from which planning occurred are an important areas of research.

Statewide Planning

Historical Development

The legal basis for state governance of educational systems is provided for in the Tenth Amendment of the United States Constitution.

The powers not delegated to the United States by the Constitution, nor prohibited by it to the states, are reserved to the states respectively, or to the people. (Alexander, 1980, p.43)

This amendment reserves to the state the power to govern and fiscally support public education since mention of an educational system does not appear elsewhere in the Constitution. Consequently, each state constitution provides for the establishment and governance of systems of public education.

The organization of state supported higher education began in Georgia in 1785, with the first charter of a state university and continued to develop slowly, encouraged by the provision of the Northwest Ordinance of 1787 which stipulated that new states admitted to the Union would support state universities through public land grants (Halstead, 1974). Additional support came in 1862 with passage of the Morrill Land-Grant College Act resulting in

the foundation of 28 new colleges of agriculture and mechanical arts that, in time, became full-fledged state universities (Halstead, 1974).

The largest expansion of state supported higher education institutions began after World War II at which time half of the college students in the United States were enrolled in public institutions (Halstead, 1974). Steady growth continued until approximately 1960 when an enrollment boom resulted in a tripling of the number of postsecondary students during a 12-year period (Carnegie Commission on Higher Education, 1980).

Many state system administrators responded to the diversity and complexity of postsecondary education through efforts to centralize planning during the 1960s and 1970s. Glenny (1959), Halstead (1974), Hughes (1978), and Livesay and Palola (1971) pointed to the rapid growth of postsecondary student enrollment as the catalyst behind the growing concern for statewide postsecondary educational planning. Further impetus for statewide planning came from the federal government; demands from students, parents, and teachers for higher quality education; and the advent of computer-assisted techniques and improved methodologies for collecting and analyzing various types of data (Halstead, 1974). Four outcomes of this trend were evident in the literature. These included the development of state systems for coordination, employment of state plans,

evolvment of decision making roles, and multiplication and expansion of state legislative acts affecting postsecondary institutions.

State Systems of Coordination

The attempts by state leaders to centralize educational planning led to the establishment of systems of coordination, most often designed as state coordinating agencies or boards (Mayhew, 1979). Glenny (1959) identified the four main functions of state coordinating boards. First, he noted the need for statewide planning for higher educational needs. Second, Glenny included the allocation of functions and programs to state institutions. The third function was the determination of operational financial needs of both the institutions and the system. Finally, Glenny added the determination of the needs of each institution for physical facilities to be included in the preparation of a capital budget.

Christenson (1973) noted that typically the agencies were established by the state legislature for the purposes of increased economy and efficiency in systems of higher education. He stated one common desired outcome was for the agency to limit programs among the state's higher education institutions.

Some states established different agencies responsible for the coordination of a function or program area. Other states established one statewide agency with broad powers

of planning, program review, budget review and evaluation (Brown, 1974; Christenson, 1973; Wattenbarger & Christofoli, 1971).

Wattenbarger and Christofoli (1971) documented the initial occurrences of academic coordination. They noted there appeared to be little coordination in most states and concluded the trend toward greater coordination was still in an early stage of development. However, in 1977, after studying 531 state reports, Booth confirmed the expansion of state involvement in planning for and coordination of systems of higher education. Roberts studied higher education coordinating agencies in 1977 and determined that 48 of the 50 states had some kind of structure at the state level for coordinating efforts in programming, budgeting, and planning.

The authority of coordination versus control has been an issue in several states. Brown (1974) summarized the national picture of statewide higher education agencies. One outcome of the study was the classification of existing agencies by the type of authority they held. He found three states had no formal board. Of the remaining state boards, 4 were advisory, 17 were review, 5 were managerial, and 21 were governing.

Sturtz (1976) examined the relationship between state coordinating boards for community colleges, local boards for community colleges, and other educational state

agencies. He found there were several varied interrelationships and approaches to decision making. He concluded that greater degrees of state imposed accountability accompanied the diminished autonomy of local boards, a change resulting in the stifling of institutional individuality and vitality.

Several descriptive studies centered on specific state coordination boards. These studies were efforts to determine the nature and effectiveness of the individual boards.

A study of the Ohio coordinating board by Keough (1973) resulted in the conclusion that although the purpose of the board was to serve in an advisory capacity, it did wield power and greatly affected the overall philosophy of education in the state. Keough (1973) pointed to the state master plan as evidence of the board's philosophy that educational systems existed to satisfy the state's manpower needs.

The process of change and the effects of the North Carolina board as its authority changed from coordination to governance in 1972 was described by Morgan (1975). He determined there was little change in planning effort or effect during the first years of operation as a governance board.

Oastler (1976) studied the Illinois state coordinating board and concluded the process of coordination was a

positive one, stabilizing the educational systems so that systemwide problems were handled in an orderly manner. He supported the development of a coordinating agency for the purpose of serving objectively the interests of both the state and the educational community.

The Arkansas system of coordination was examined by Wyly (1978). He determined there was significant disagreement between legislators and other policy-makers concerning the degree of control which should be exercised by this board. He further noted there was general dissatisfaction with the present structure of coordination in Arkansas and there was some favor toward increasing the power of the board to becoming a controlling board.

Elms (1980) studied the relationship between the California state coordinating agency and several state universities. He found there was no integrated academic statewide planning. The agency's authority was limited to coordination, relationships were vague, and success had been dependent upon cooperation between the educational institutions. He concluded the lack of clear delineation of the relationship between the agency and the institutions was stifling the establishment of a systemwide model for planning.

These studies show an inherent difference between individual state coordinating or governing boards. The differences were derived from the historical perspective of

planning and governance in the particular state and by the varied relationships among educational decision makers. These relationships, and therefore the authority and power of each board, were subject to change over time.

State Plans

A second outcome of the effort to centralize state educational planning was the growth and evolution of state studies in higher education (Keough, 1973). The state survey was the precursor of the state master plan (Halstead, 1974). The transition from surveys to master plans was gradual. The difference between the two principally was one of scope and emphasis. The survey focused primarily on inspection and fact-gathering while the master plan, in addition to the foregoing, incorporated comprehensive recommendations and a blueprint for action (Halstead, 1974).

The first significant master plan, known as the Strayer Report, was developed for the State of California in 1948 (Halstead, 1974). During the mid 1950s, the Ford Foundation tried to stimulate institutions to prepare master plans (Mayhew, 1979). The acceptance of the use of master plans was gradual. DeBroekert (1977) noted the ruling bodies of Oregon mandated the use of a state master plan in 1961, yet little was done to develop a plan until 1975. The factors listed as prohibiting its development were the concept of local control of the institutions and

the reluctance of state policy makers to infringe on local policy setting.

In spite of the gradual acceptance of the practice of developing and utilizing master plans, the trend toward their widespread use was evident. Erickson (1968) related the trend toward state planning for higher education to these factors:

1. Inadequacy of local planning to meet the needs of higher education
2. Rapid emergence of the community college as an integral part of higher education
3. Recognition of state responsibility for sharing in the financing of community colleges
4. Expansion of federal funding with attendant state responsibilities
5. Developing awareness of educational planning, both state and regional, as a part of public policy
6. Experience in several states where master plans for higher education have been developed which assign a unique and important role to the community college. (p. 23)

Hurlburt (1969) examined the history and rationale for developing state master plans. He reviewed 19 existing state plans and offered an outline of a process for the development of state plans. Hurlburt (1969) pointed out that the individuals involved in the development of these state plans varied from legislators, governors, state superintendents, to regents.

In an analysis of state master plans, Lueck (1973) found the common topics included

the responsibilities of the state coordinating boards, expansion or elimination of specific programs, the availability of postsecondary education for all who could profit from the

experience, the mission of junior colleges, projections of enrollments, present and future needs in the public service areas, aid to educationally and/or economically disadvantaged student, establishing junior colleges, the financing of capital improvements, tuition and fee levels, junior college construction, and cooperation between public and private institutions. (p. 4790)

The Changing Role of the State Legislature

The establishment of state coordinating boards for postsecondary education and the use of statewide plans were accompanied by changes in the roles of educational decision makers. The Carnegie Commission on Higher Education (1971) noted the power of the state legislature in the statewide planning process.

While the planning function may be carried on in another agency, in many states the ultimate authority for plan approval rests with the legislature, and in all states significant elements of the plans cannot be implemented without legislative appropriations. . . . the legislature, that in most instances, provides the impetus and mechanisms for planning. (p. 22)

Campbell and Mazzoni (1976), Hughes (1978), and Stavisky (1980) identified and examined the major participants in policy making at the state level and determined that state legislatures played the most vital role in the determination of educational policy. Hughes stated that

state government and, in particular, state legislatures are becoming the new power centers for higher educational decision making as they take on decision making tasks formerly carried out by educational institutions of authority. (p. 5)

Stavisky (1980) added that both the time legislators devoted to policy making and the number of legislators with educational backgrounds had increased.

Murphy (1980) examined the power of one level of government to control directly the behavior of another level. He reported policy-makers are really "policy shapers" who designed a blueprint for future action. The policy-shapers were limited to creating an initial version of an evolving plan. Murphy (1980) suggested policy develops "over time and is subject to a wide variety of forces" (p. 45).

The influence of political events on state-level decisions was investigated by Pierce (1975). He identified political forces outside the system of higher education having a much greater influence on the process than events originating from within. The strongest influences identified were economic or fiscal in nature.

Badarak (1982) noted the increased influence of the legislative staff. He stated that the expansion of staff structures were altering traditional decision making processes within state legislatures.

The appropriate role for the legislature during the planning process was discussed by several authors (McNeil, 1978; Millett, 1974). McNeil (1978) noted the temptation for legislatures to become involved in academic issues previously reserved for the institutional decision makers.

Involvement becomes interference when the legislature impinges on the academic integrity of the institutions. When decisions about governance, institutional management, academic policy, program planning, admission requirements, faculty duties, and other related issues are made not in the halls of ivy, but in the corridors of the legislature. (p. 20)

Although questions of legitimate authority were raised, the number and scope of legislative decisions increased during the 1970s (Stravisky, 1980). Martorana, Wattenbarger, and Smutz (1978) documented the legislature's involvement in the issue of admission requirements. They found that between 1973 and 1978 a slowdown in institutional enrollment and expansion was accompanied by state legislation designed to restrict growth.

Statewide Planning and Coordination Efforts in Florida

Palm Beach Junior College, established in 1933, was the first Florida public two-year institution (Florida Department of Education, 1985). A few other private two-year institutions were developed in the state, but until the Florida Minimum Foundation Program was enacted by the 1947 Florida legislature, there was no state support for public two-year institutions. Due to the incentive provided by the combination of state and local support, St. Petersburg Junior College and Chipola Junior College became public institutions by 1948. That same year, Pensacola Junior College was opened as the fourth public two-year institution in the state (Florida Department of Education, 1985).

In 1953, a document was published entitled, "A State Plan for Public Junior Colleges with Special Reference to Florida." This document outlined the locations for future public facilities as well as the financial design and basis of governance for 28 individual institutions to be the Florida community college system. In recognition of the ideas presented in this report, the 1955 Florida legislature created the Community College Council. This Council was responsible for the design of a long-range plan for the establishment and coordination of community colleges throughout the State.

The Council for the Study of Higher Education in Florida also was involved in planning for a state system of community colleges. The council published this planning information in a four volume report in 1956. The report, "Higher Education and Florida's Future," confirmed the need for the community college system and included specific ideas for its development and growth.

In 1957, the Community College Council submitted its report, "The Community College in Florida's Future." The report was adopted that same year by the State Board of Education as the long-range plan for Florida's community college system (Community College Council, 1957). This master plan detailed the development of the statewide system of community colleges and included a design for the balance of local control and statewide coordination. The

school board of the county where each community college was located served as the governing body for that institution (Community College Council, 1957).

The system of institutions continued to grow until the final institution was authorized by the 1968 Florida legislature and opened in 1972. The rapid growth of the system causes some concerns regarding the ability of local school boards to govern two levels of educational systems, the elementary through secondary system and the postsecondary institutions. The issue of the local control of community colleges was addressed by the Florida legislature in 1968 when the responsibility for the governance of the 28 institutions was given to 28 district boards of trustees (State of Florida, 1968).

The fiscal support for the growing community college system also continued to increase. By 1970, 75% or more of the system's budget was supported through state allocations with the remainder coming from student fees and federal sources (Owens, 1978). The combination of rapid growth and increased state allocations caused some legislators to be concerned about the planning for and coordination of the community college system.

The issue of state planning and governance for higher education systems was addressed by the 1979 Florida legislature regarding the state university system. The legislature attempted to adjust the power of the Board of Regents over the university system by creating the Joint

Legislative and Executive Commission on Postsecondary Education (Mautz, 1982). The final report of this Commission, submitted in 1980, included the recommendation for the formulation of the Postsecondary Education Planning Council (PEPC), "with powers to adopt a master plan, approve all new programs in the public sector, and review and terminate programs in the public sector" (Mautz, 1982). This new Council would have equal powers over the community college and university systems. A legislative bill was formulated to include several compromises as well as the formulation of PEPC. The Governor first vetoed the legislative bill, then established PEPC by executive order. The governor's action was later ratified by the 1981 legislature (Mautz, 1982). Although the Board of Regents itself was left intact, the power of the Board was limited and the number of staff members reduced.

In 1982, PEPC published its first comprehensive master plan for higher education in the State of Florida (Postsecondary Education Planning Commission, 1982). This document described the strengths and weaknesses of the higher education systems, identified needs of the state systems, and included numerous recommendations for future change. Supplemental planning documents were again published in 1983 and 1984 (Postsecondary Education Planning Commission, 1983, 1984). These documents described the annual report of changes that had occurred

since the original master plan and also incorporated emphases on specific needs within the higher education arena.

The 1982 Florida legislature created a state-level coordinating board for the community college system. The duties of the State Community College Coordinating Board were delineated, and the issue of local versus state control was addressed in Florida Statute 82-240.305.

There is established a State Community College Coordinating Board of the Department of Education with the necessary powers to exercise responsibility for statewide leadership in overseeing and coordinating the individually governed public community colleges. Nothing contained herein shall change the existing division of responsibilities between state agencies and local boards of trustees, and there shall continue to be maximum local autonomy in the governance and cooperation of individual community colleges. The board shall be subject at all times to the overall supervision of the State Board of Education. (State of Florida, 1982, p. 190)

The powers of this coordinating board were increased by Florida Statute 84-240.311(3)(h), a part of the Omnibus Education Act of 1984 (Office of the Associate Deputy Commissioner of Education, 1984). This act commissioned the coordinating board to establish an effective statewide management information system and to conduct studies as needed of accurate, cost-effective information regarding individual community colleges as well as the system as a whole. Each community college was charged with the responsibility of producing an annual report "on its progress towards meeting state and institutional quality

goals" in six specific areas. This legislative act commissioned the coordinating board to conduct an annual administrative review of each community college and to set guidelines relating to salary and fringe benefit policies for community college administrators and official travel by community college employees (Office of the Associate Deputy Commissioner of Education, 1984).

Major and minor changes in both the planning for and coordinating of Florida community colleges from the 1950s through 1984 depict a decrease of local control and an increase towards state control. The evidence of statewide control include the formation of both a state planning commission and coordinating board for the community college system. The role of the Florida legislature as the catalyst in producing change is also clearly noted.

Florida Legislation, 1979-1984, Affecting
Community College Associate of Arts Degree Programs

The Florida legislature addressed admission policies for the statewide community college system in 1957. Florida Statute 57-260.46 established the policy for admission of community college students as a responsibility of the district school boards who governed each institution. This established the precedent for the decision to be made locally in response to the needs of the communities within the institution's attendance area.

The responsibility for determining the admission policy of each community college became the responsibility

of the local boards of trustees in 1965 with the passage of Florida Statute 65-230.0100 (State of Florida, 1965). This statute again placed the responsibility for the decisions with a local policy making group. Each local board of trustees was responsible to establish a policy that best met the needs of the developing community college and the attendance area it served. The statute remained unchanged for over 10 years.

Beginning in 1979, the Florida legislatures enacted several pieces of legislation demonstrating the move away from local control of the community colleges. These legislative acts set state criteria that affected associate of arts degree-seeking students within the community colleges.

The following is a summary of legislation passed beginning in 1979 through 1984 that led to three areas of change affecting associate in arts degree-seeking students attending Florida community colleges. These changes included the establishment of evolving admission and placement policies, exit criteria, and more stringent curriculum requirements in the associate of arts degree.

Admission and Placement Policies

The Florida legislature first established a statewide minimum admission standard for a community college program in 1979. Florida Statute 79-240.321 (State of Florida, 1979) set the requirement of a high school diploma or its

equivalent as a prerequisite to admission to the associate of arts degree program [except as provided in Section 240.115(3)]. Since many community college boards of trustees had previously established admission standards equal to or more stringent than this statute, it had little actual effect upon students. However, the legislation was significant in that it was the first example of state control over the admission of students in the Florida community college system.

In 1979, the State Board of Education was given more power to exercise its authority over policies affecting the community colleges, including those addressing requirements for admission. Florida Statute 79-229.053 (2c,2d) outlined the State Board of Education's authority as the following:

(c) To exercise general supervision over the divisions of the Department of Education, including the Division of Universities, to the extent necessary to insure coordination of education plans and programs and resolve controversies and to coordinate the academic calendars of universities, community colleges, and public schools to minimize problems of articulation and student transfers, to assure that students moving from one level of education to the next have acquired competencies necessary for satisfactory performance at that level, and to insure maximum utilization of facilities:

(d) To adopt for public universities and community colleges, and from time to time modify, minimum standards of college level communication and computation skills generally associated with successful performance in college through the baccalaureate level and to approve tests and other assessment procedures which measure student achievement of those skills. (State of Florida, 1979, p.11)

This statute broadened the coordinating powers of the State Board of Education and enabled the Board to establish state standards for communication and computation skills. It also established the foundation for statewide curriculum testing programs for associate of arts degree programs.

Florida Statute 83-240.117, enacted in 1983, established the use of placement tests by July, 1984, for all students entering associate in arts degree programs of any community college or state university (State of Florida, 1983). These placement tests were required as a measure of the student's communication and computational skill level prior to enrollment in college level courses. The legislation required students identified as needing remediation to enroll in courses designed to develop the necessary skills. Students enrolled in remedial courses could concurrently enroll in other curriculum areas for which they were qualified, but the remedial courses would not count toward fulfilling the number of credits required for a degree. Although this legislation established the use of placement tests for students entering associate in arts degree programs, specific tests and standards of competence were not included. Therefore, many of the decisions regarding the implementation of this legislation were made at each community college.

The 1984 legislature passed the Omnibus Education Act, so named because it incorporated a large number of

changes affecting all levels of education in Florida. This bill included a revision to Florida Statute 82-240.117 (Office of the Associate Deputy Commissioner of Education, 1984) that both strengthened the former act and added additional parameters. First, the term remedial instruction was changed to college preparatory instruction. Further, the legislation set July 1, 1985, as the deadline for determining statewide placement tests, testing procedures, and cut-off test scores to be used in determining students in need of additional preparation in communication of computation. Also outlined in the legislation are the parameters for issuing course credit, determining financial aid eligibility, and reporting students registered in preparatory courses as needed for state funding purposes.

Exit Criteria

Florida Statute 79-240.233(5), part of the Postsecondary Education Act of 1979, first addressed the use of test scores "as a condition of eligibility for consideration for admission to upper division instructional programs of students from community colleges" (State of Florida, 1979, p. 169). This statute specifically enabled the Board of Regents to establish the use of these scores when tests for college level communication and computation skills were approved by the State Board of Education.

Florida Statute 79-229.551, also enacted by the 1979 legislature, was part of the section titled, "Functions of

State Educational Agencies." This statute elaborated upon the powers of the Florida Commissioner and Department of Education to administer the coordination of

the state system of educational accountability and to establish within the department the necessary organizational structure, policies, and procedures for effectively coordinating such functions. Such policies and procedures shall clearly fix and delineate responsibilities for various aspects of the system and for overall coordination of the total system. (State of Florida, 1979, p. 15)

The statute further permitted the Commissioner and Department of Education to gather information which could later be used as evidence to support future legislation requiring the use of test scores. The three subsections which so empower the Commissioner are as follows:

(g) Maintain a listing of college level communication and computation skills defined by the Articulation Coordinating Committee as being associated with successful student performance through the baccalaureate level and submit the same to the State Board of Education for approval.

(h) Maintain a listing of tests and other assessment procedures which measure and diagnose student achievement of college level communication and computation skills and submit the same to the State Board of Education for approval.

(i) Maintain for the information of the State Board of Education and the Legislature a file of data compiled by the Articulation Coordinating Committee to reflect achievement of college level communication and computation competencies by students in state universities and community colleges. (State of Florida, 1979, p. 15)

The 1982 legislature, having evaluated the evidence on the use of test scores collected by the Commissioner, passed Florida Statute 82-240.233 revising the previous

legislation described above as Florida Statute 79-240.233. The revision included three major changes. First, the rules of the State Board of Education were included as an additional source of the establishment of minimum standards for the universities. Second, subsection five mandated the use of test scores prior to receiving an associate in arts degree:

Effective August 1, 1982, the tests shall be required for community college students seeking Associate of Arts degrees [same as associate in arts degrees] and students seeking admission to upper division instructional programs in the State University System. The use of test scores prior to August 1, 1984, shall be limited to student counseling and curriculum improvements. (State of Florida, 1982, p. 179)

Third, subsection five of 82-240.233 established August 1, 1984, as the effective date for the requirement of the use of said test scores

as a condition for admission of students to upper division instructional programs . . . including those who have been awarded associate of arts degrees. (State of Florida, 1982, p. 179)

Curriculum Requirements

Florida Statute 78-241.478 established the requirement of state universities "to award an associate in arts certificate if so requested by a student who had successfully completed a minimum of 60 academic semester hours or the equivalent, with not less than 36 of the semester hours in general education courses such as communications, mathematics, social studies, humanities, and natural sciences" (State of Florida, 1978, p. 194).

This law, revised in 1979 as Florida Statute 79-240.239, deleted the fourth subsection which read "The Board of Regents shall adopt such rules, regulations and fees as it deems necessary to carry out the purposes of this section" (State of Florida, 1979, p.170). The statute was again revised in 1982 (Florida Statute 82-240.239) to include the requirement of the successful completion of "minimum requirements for college level communication and computation skills adopted by the State Board of Education" in addition to the aforementioned semester hour requirements (State of Florida, 1982, p. 1413). This final revision in 1982 incorporated the curriculum requirements adopted by the State Board of Education. This statute was deleted in 1983 and an additional statute, Florida Statute 83-240.3215, was passed. This statute established the following:

Effective August 1, 1984, each board of trustees shall require the use of scores on tests for college level communication and computation skills provided in s. 229.551 as a condition for graduation with an associate of arts degree. Use of test scores before August 1, 1984, shall be limited to student counseling and curriculum improvement. (State of Florida, 1983, p. 1429)

The parameters of this statute mandated the use of test scores as a degree requirement. This mandate was in concurrence with the use of the same test score as an admission requirement into an upper division program at any state university. Therefore, as of 1984, the State of Florida required the use of an exit exam for the associate in arts degree program.

Henderson (1982) examined evidence of the theory of incrementalism in higher education legislation in Florida from 1970 to 1980 and concluded incremental changes had resulted. He further observed that as individual pieces of legislation designed to produce incremental changes were added together, larger changes in policies and practices resulted within a few years. He noted the accumulative effect was a rather dramatic shift in the overall policies of the state system of community colleges.

The review of legislation passed in Florida from 1979 to 1984 included in this study, revealed incremental legislative changes continued to occur. The areas examined in this review included student admission, student placement, curriculum demands, and exit criteria of the associate in arts degree programs throughout the community college system.

Case Study Approach

A review of literature and research regarding educational planning in general as well as individual planning efforts pointed to the need for further examination of state higher education planning efforts. The design for such a study should be appropriate for the situations examined and research questions asked. The use of the case study approach for examining a planning effort was investigated through a search of literature to determine the appropriateness of the methodology for this study.

Case studies were defined by Ary, Jacobs, and Razavich (1985) as ex post facto research aimed at discovering all of the variables important in the development of the subject. Yin (1984) criticized the definitions of case studies in much of the literature, because they usually incorporated only a listing of appropriate uses rather than a descriptive definition of the design itself. Yin (1984) proposed a more descriptive and technical definition, yet still relied upon noting the appropriate use of the design.

The case study is an empirical inquiry that: investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clearly evident; and in which multiple sources of evidence are used. (p. 23)

The case study approach is a type of naturalistic or qualitative study (Owens, 1982), closely related to ethnographies or histories (Yin, 1984). These designs are based on the belief that one cannot understand human behavior without understanding the natural context of that behavior (LeCompte & Goetz, 1982; Wilson, 1977). Consequently, the natural setting is the direct source of data for such studies.

Yin (1984), however, believed the essence of the case study went beyond the definition of qualitative research and should be defined separately. For example, case studies could include both qualitative and quantitative data and could be based on either inductive

or deductive reasoning (Dobbert, 1982; LeCompte & Goetz, 1982; Yin, 1984). That is, a case study could either be based on a theory at the onset, or be used to develop postulates after the data are analyzed. LeCompte and Goetz (1982), McClintock, Brannon, and Maynard-Moody (1983), and Yin (1984) also stated that the purpose of naturalistic studies could be more than descriptive. These researchers included the goals of the case study as exploratory and explanatory as well as description. (McClintock et al., 1983) listed the choice of case study goals as follows:

1. to capture the frame of reference and definition of the situation of a given informant or participant and thus to avoid instrumentation artifacts of standardized measurement procedures,
2. to permit detailed examination of organizational process,
3. and to elucidate those factors peculiar to the case that allow greater understanding of causality. (p. 150)

In addition, LeCompte and Goetz (1982), McClintock et al. (1983), and Yin (1984) agreed that single studies often contained more than one goal.

As previously noted by Yin (1984), several writers addressed the appropriate use of the case study. Yin (1984) distinguished clearly among several types of research strategies and prescribed the use of a case study approach when three conditions exist. These conditions are when "a 'how' or 'why' question is being asked about a contemporary set of events, over which the investigator has

little or no control" (p. 20). Goetz and LeCompte (1984) suggested the appropriateness of the case study for an intensive, in-depth examination of one or a few instances of some phenomenon. This concept of case studies was supported by Issac and Michael (1981). They added that, dependent upon the purpose, the scope of the study could encompass an entire life cycle or a selected segment of a given social unit.

The literature also reflected a set of topics commonly investigated using this design. Yin (1984) noted the common use of the case study approach for examining "individual, organization, social, and political phenomena" (p. 14) and the prevalence of this strategy in political science and planning research. McClintock et al. (1983) wrote of the use of the case cluster method for analyzing the approaches to planning in public sector organizations.

Therefore, the literature contained several references substantiating the use of qualitative data in a case study approach. Further, the case study approach was established as appropriate for an in-depth investigation of a phenomenon over which the researcher has little control. Finally, this methodology was deemed appropriate for the study of planning.

The use of qualitative research methods for studying education began to crystallize in the 1950s (Goetz & LeCompte, 1984), and the literature reflecting these

studies became more common in the late 1960s (Filstead, 1979). It was during the 1960s that the Harvard Business School advanced the use of the case study as a teaching tool for examining the field of business administration. The method consisted of a description of a particular set of circumstances that led the reader to develop a set of appropriate responses. This method was refined and advocated strongly by the Harvard Business School, leading to its greater use and acceptance as evidenced by the business textbooks of the 1970s and 1980s (Bridges, Olm, & Barnhill, 1977). Additionally, the case study method has been used more frequently in education since the early 1970s (Campbell, 1979; Filstead, 1979; Goetz & LeCompte, 1984; Yin, 1984).

The case study approach has often been used to examine the higher education planning process (Elms, 1980; Lembcke, 1984; Morgan, 1975). These studies utilized various combinations of interviewing, the exploration of existing documents, and observation for the collection of data.

Elms (1980) chronicled academic planning and program review efforts between two California state universities and the state coordinating agency. She collected both qualitative and quantitative data for use in the case study. Elms (1980) found that external forces affected statewide planning to such an extent that she described

their efforts as a fiat rather than a plan. She noted the strong relationship between academic planning, program review, and budget allocations at the state level and concluded that a systematic model for program development had been stifled.

A study of planning at selected North Carolina postsecondary institutions was conducted by Morgan in 1975. He noted the results following a change from statewide coordination to statewide governance. Morgan reported the areas of change and no change at each institution and concluded overall there was little change. He concluded that the predicted dire consequences had not come to pass.

The planning efforts of a public community college in Florida were recorded by Lembcke (1984). She analyzed the data using Inbar's conceptual frame of reference for educational planning (1980). Lembcke (1984) found Inbar's model appropriate for interpreting the planning process in six of the seven cases studied. She suggested the framework was a useful tool for educational planners.

The studies of Morgan (1975) and Elms (1980) were limited to the planning process and outcome of planning carried on by state coordinating agencies. Lembcke's (1984) study focused on the planning process of one institution. These studies did not reflect the planning efforts of a state legislature.

Several case studies examined the state level political process affecting higher education (Gilmore, 1974; Henderson, 1982; Kelly, 1972; Lyle, 1981; McKeon, 1976; McKibbin, 1979; Phillips, 1978; Pellicer, 1973; Ronis, 1976; Sosne, 1979; Sturtz, 1976). A few of these studies specifically examined the role of the legislature in the political process.

Pellicer (1973) described the political process in Florida leading to the passage of two public employee bargaining bills during the 1972 session. He used key informant interviews to identify who was influential and to determine their influence on the final legislation.

The political process in North Carolina regarding the passage of a pupil testing bill was investigated by Sosne (1979). The study focused on how the political process operated, what factors influenced it, and how the process responded to these pressures. Sosne (1979) utilized three frameworks to categorize and analyze data. He found the governor was a powerful central figure, yet, the professional educational lobby group had little impact on the process. In addition, he identified several other key actors in the process. Sosne (1979) concluded the future of public education depends on how politically astute educators are, how much effort they are willing to expend, and how they go about entering into the political process.

The 1980 session of the Florida legislative process was studied by Lyle (1981). She examined the process involving the passage of House Bill 7-D using reputational and decision analysis techniques with data gathered from interviews and documents. Lyle identified the important issues, individual actors, and groups involved in the legislative process and concluded that systems theory was most applicable for interpreting this process.

McKeon (1976) investigated the legislative process involved in the establishment of a state-level consortia for the coordination of continuing higher education in Virginia. From this study he concluded the importance of perceptions of legislators in directing the outcome of the process.

The use of case studies for examining the state role in education was researched by Murphy (1980). He criticized the careless use of this methodology yet recognized the growing reliance on case studies for the research of state politics. Murphy (1980) encouraged researchers to improve the use of this methodology. He further asserted the need for "research on the implementation of specific politics, focusing on how and why they work in practice, on local capacity, and on the strategies used" (p. 49).

These earlier studies were limited to a description of the formulation of legislation. No study followed both

the formulation and implementation of the legislation. As observed in Chapter I, the process of planning must include both phases. Therefore, a need existed for a study of statewide planning that included both the formulation and implementation phases.

The case study approach was determined to be an appropriate research strategy for this study based on the common usage of this approach for the study of related higher education, planning, and political topics. In addition, the approach is defined in the literature as appropriate to gather information regarding the types of research questions and specific situations contained in this study.

Summary

This chapter has included a review of the literature tracing the evolution of the concept of educational planning as the study of educational administration matured. The increased efforts toward statewide centralization and planning were recorded with the greatest strides being made since the early 1970s. This chapter also has included a review of statewide higher education planning efforts in the State of Florida and specifically the legislation aimed at affecting the enrollment in associate in arts degree programs of the community colleges. The uses of the case study approach for examining planning and political processes have been included.

A perusal of the literature revealed a lack of research of educational planning as defined to include both the phases of decision making and implementation. Further, while the increased importance of statewide planning is documented, the lack of complete models for understanding and perhaps improving the planning process are not demonstrated. Therefore, the need existed for the validation of an effective model. Finally, the case study approach was justified as a methodology for the study of planning efforts.

A complete description of the research design used to carry out this study is included in Chapter III. The third chapter specifically contains a description of the case study design used for data collection and analysis. Also included in Chapter III are discussions of the validity and reliability of the research design.

CHAPTER III

RESEARCH DESIGN

The purpose of this chapter is to describe the data collection and analysis process used in the study. The chapter includes an explanation of the methodology, data collection techniques, research instruments, and information regarding the population and sample of the study. Also, the validity and reliability of the study design and the process used to analyze the data collected are discussed in this chapter.

Methodology

This study examined the usefulness of Inbar's (1980) theory of educational planning for describing statewide planning as evidenced by legislative enactments that are implemented by community college systems. This study utilized a conceptual frame of reference, considered a model of educational planning (Inbar, 1980), as the basis for interpreting the recorded process of planning. The process itself was analyzed according to Inbar's (1980) theory in an attempt to provide an understanding of the statewide planning process in Florida and to validate an appropriate theoretical basis for planning.

The educational planning process for the State of Florida during 1979 through 1984 resulted in numerous

legislative acts. Several of these pieces of legislation were designed to affect the enrollment of associate in arts degree programs. These legislative acts were identified and described in Chapter II. Only Florida Statute 84-240.117 (State of Florida, 1984, p. 1522) was selected as the focus of this study. This statute was chosen because it was implemented in each of Florida's 28 community colleges and had an impact on the planning and policies of those institutions. A copy of the statute is included as Appendix A.

This study examined both the formulation and implementation stages of Florida Statute 84-240.117 to determine the consistency between what had occurred during the planning process and the categories within the quadrants of Inbar's model (1980). The specific questions investigated were as follows:

1. What goal orientation, type of knowledge, and planning strategy were utilized by those involved in the formulation and passage of the identified legislative decision?
2. What implementation strategy and planning objects were utilized at each of three community colleges for the implementation of the legislative decision?
3. To what extent was the identified statewide educational planning process consistent with the categories within one or more quadrants of Inbar's model?

4. Are there any inconsistencies between the recorded example of statewide planning for Florida community colleges and Inbar's theory?

The case study approach was used to record and analyze the qualitative data collected for the purpose of describing the planning process. A description of the approach and the appropriateness of this research methodology was included in Chapter II. This study used a combination of a single- and multiple-case embedded design as described by Yin (1984).

The embedded case study design (as opposed to the holistic case study) was described as appropriate when more than one unit of analysis is being studied (Yin, 1984). This study was divided into two distinct parts, each part designed to investigate separately the formulation and implementation stages of the planning process.

The first part recorded the formulation stage of the planning process that occurred at the state level and resulted in legislation. The research question addressed in this part of the study was, "What goal orientation, type of knowledge, and planning strategy were utilized by those involved in the formulation and passage of the identified legislative decision?" This part of the study involved a single-case study design. The single case, or unit (Yin, 1984), examined was the legislative environment surrounding the passage of Florida Statute 84-240.117.

The second part of the study focused on the implementation of the legislation at the institutional level. Therefore, the question, "What implementation strategy and planning objects were utilized at each of the three community colleges for the implementation of the legislative decision?", was addressed in the second part of the study. A multiple-case design was used to determine the process of implementation at more than one site.

The data from Parts I and II were combined and compared to Inbar's conceptual frame of reference (1980) to provide answers to the final two research questions. These examined the consistency of the recorded planning process with the quadrants of the model and also any inconsistencies that might appear between the data and Inbar's (1980) theory of educational planning.

Data Collection

A set of general questions was developed to assist participants in preparing for the impending interviews for Part I of the study. Likewise, a set of general questions pertaining to the second part of the study was forwarded to all participants prior to their interviews. These documents are included as Appendices B and D, respectively.

An interview guide was developed for each of the two parts of the study. The two interview guides were pilot tested on two individuals from the appropriate populations. The instruments were found to be effective in

gathering appropriate data and, therefore, were also used with participants in the study.

Guides were written to provide the basis for the interviews. The researcher informally followed questions on the guides with each participant asking the probing questions or providing clarification as needed. Each item was designed to gather information for comparison with the categories of the framework of educational planning (Inbar, 1980). The two interview guides are included as Appendices C and E.

Four interviews for Part I of the study were conducted in the offices of the participants and were tape recorded. The other two interviews included in Part I were tape recorded during phone conversations since the participants lived out of the State of Florida at the time of the interviews. All interviews for Part II were tape recorded in the offices of the college administrators. Each interview was designed to take approximately 30 minutes although some participants answered more extensively than others, thereby lengthening the time. In addition to interviews, pertinent documents such as legislative records were reviewed for additional information regarding the planning process.

Interview Guides

The first interview guide was used to gather information regarding the formulation phase of planning.

Items were designed to relate to the first three categories of the theory (Inbar, 1980): types of knowledge, types of goals, and planning strategies used to formulate the plan.

The second interview guide was used to collect information regarding the implementation of the legislation at three specific community colleges. The items of the second instrument were related to the final two categories of the theory (Inbar, 1980). These categories were the pattern of implementation and the objects of planning. The guides included the relationship of each item to the appropriate category of the planning theory (Inbar, 1980). These categories were included in parentheses to assist the researcher. Items were also separated into two levels: the basic questions and additional probing questions. The basic questions were used as the general outline of each interview. Probing questions were used as needed to gather additional information.

Populations and Samples

Each part of the study involved a different population. Part I focused on the initial formulation phase of the planning process. The population of this part included individuals from the governor's office, the legislature, the legislative staff, the Board of Regents, the Department of Education, and various higher education interest groups. The population sample for Part I was identified using a three-step adaptation of Hunter's reputational method (Kimbrough & Nunnery, 1983).

First, five people knowledgeable of both the participants in the development of F. S. 84-240.117 and the history of the events surrounding the developments of the legislation were asked to name 10 individuals influential in the decisions leading to the passage of F. S.

84-240.117. The five people asked included a community college president; the executive director of the Florida Association of Community Colleges; a policy analyst from PEPC; the deputy executive director of the Division of Community Colleges, Department of Education; and a community college vice president in charge of lobbying efforts for the institution.

Second, the lists of influential individuals were compared. Six people were named on at least three lists. These six people were identified as the key informants to be interviewed.

Third, the key informants were contacted by telephone to request their participation in the study. An appointment for an interview with each key informant was established and confirmed by follow-up letters. Enclosed in these letters was a set of questions that would assist them in preparing for the interviews (Appendices B and C). All six key informants agreed to participate in the study.

The population of the second part of the study included the administrators of community colleges in Florida. The identified legislation was implemented at

these institutions during the 1984-85 and 1985-86 academic years. Three institutions were selected to be studied on the basis of the size, location, and complexity of each institution. Institution A was a small, single campus college in the central part of the state. Institution B was a medium-sized, multi-campus institution on the east coast. Institution C was a large, multi-campus institution on the west coast of the state.

Community college administrators who implemented the legislation during the 1984-85 and 1985-86 academic years were identified and interviewed at each institution. Data collected from these interviews were used to determine the pattern of implementation utilized and the planning objects at the institution. Data from each campus were reported and analyzed separately to depict three different examples of implementation. Three administrators were identified and interviewed at Institution A, two at Institution B, and four at Institution C. These administrators held various positions including vice president, director, and dean. The titles of the administrators also varied due to differences in the organizational structures of the institutions. For example, several vice presidents were interviewed. These included individuals with the title of Vice President for Institutional and Program Planning, Vice President for Educational and Student Services, and Vice President.

Validity and Reliability

Kidder (1981) listed four tests for determining the quality of any research design.

Construct validity: establishing correct operational measures of the concepts being studied;
Internal validity: establishing a causal relationship, whereby certain conditions are shown to lead to other conditions, as distinguished from spurious relationships;
External validity: establishing the domain to which a study's findings can be generalized; and
Reliability: demonstrating that the operations of a study--such as the data collection procedures--can be repeated, with the same results. (pp. 6-7)

Three of these four tests were appropriate for this study. Internal validity was not appropriate for a case study designed for exploratory or descriptive purposes (Yin, 1984). Consequently, the design of this study included measures to insure the construct validity, external validity, and reliability as applicable.

Goetz and LeCompte (1984) discussed three aspects of construct validity in designs utilizing qualitative data. First, construct validity involved the stability of the definitions and meanings of terms over various times, settings, and populations. Second, it examined the effects of observed phenomena as construed by the researcher. Finally, construct validity referred to "the degree to which instructions for and formats of instruments are mutually intelligible to the instrument designer, to the instrument administrator, and to the participants to whom the instrument is applied" (pp. 231-232).

These concerns regarding construct validity were taken into consideration by the researcher. Several methods for increasing construct validity were used. The constructs investigated in this study included planning, types of knowledge, types of goals, planning strategies, patterns of implementation, and planning objects. These were defined in Chapter I in accordance with Inbar's (1980) theory and would be defined equivalently in other studies designed to examine this particular planning theory. The interview guides were designed to measure evidence of these constructs. The items included in both interview guides were developed to gather data comparable to the five categories of Inbar's (1980) theory.

According to Issac and Michael (1981), case studies are vulnerable to bias "to the extent selective judgments rule certain data in or out, or assign a high or low value to their significance, or place them in one context rather than another" (p. 48). Therefore, the interview items were written to gather data regarding a particular category. Probing questions allowed the researcher to gather data specific enough that researcher judgment was not required for interpreting the relationship of the responses to the planning theory (Inbar, 1980). Reliance upon researcher judgment was further reduced by using written documentation to substantiate information gathered from interviews.

External validity was defined by Goetz and LeCompte (1984) as the comparability to and translatability of, a study to other studies. They stated that external validity can be increased by sufficiently defining "the units of analysis, concepts generated, population characteristics, and settings. . . so that other researchers can use the results as a basis for comparison with other studies addressing related issues" (Goetz & LeCompte, 1984, p. 228). Additionally, the external validity of a study can be increased by using multiple designs (Campbell, 1979).

This study was limited to the examination of one effort of statewide planning. This case was not designed to be representative of all statewide planning efforts. Instead, the study focused on the usefulness of Inbar's (1980) theory of educational planning for describing one example of statewide planning. Consequently, the findings are generalizable only to the usefulness of this planning theory and are not generalizable as a way to describe all other statewide planning efforts.

The external validity of this study was not threatened by the knowledge or the lack of knowledge of either the researcher or research participants regarding the theory being examined. The theory represented a value-free view of four types of planning. Each type of planning was represented in the conceptual framework as one quadrant.

The theory encompassed the concept that each quadrant or type of planning would be appropriate for different circumstances. Therefore, no one type of planning is better than another. As a result, the researcher and subjects involved in the study would not bias the findings to reveal a preference of one type of planning over another.

Single- and multiple-case study designs were used to gather data from several sources. This combination of designs allowed a single-case study of the formulation stage and multiple-case studies of the implementation stage of planning. The use of the multiple-case study design for the second part of the study increased the external validity of the study as three separate, yet related examples of implementation were examined.

The reliability of a qualitative research study was defined by Dobbert (1982) as the "measure of the replicability of the research results" (p. 259). Reliability is a particular concern for researchers who gather qualitative data. Kirk and Miller (1985) warned researchers that the "neglect of reliability is scientifically fatal" (p.71). They stressed that the issue of reliability must be addressed by the researcher through documentation and clear reporting of the procedure used to collect and analyze the data. Goetz and LeCompte (1984) addressed the concern in this manner:

Unique situations cannot be reconstructed precisely; even the most exact replication of research methods may fail to produce identical results. Like Heraclitus, who could not step into the same river twice, researchers cannot duplicate exactly a naturally occurring event studied previously. . . . However, generation refinement, and validation of constructs and postulates may not require replication of situations. Moreover, because human behavior is never static, no study is replicated exactly, regardless of the methods and designs employed. (pp. 211-212)

Dobbert (1982) cautioned researchers to be aware that individuals interviewed sometimes attempt to massage impressions of the researcher creating biased findings. He further warned that the personality or professional position of the individual being interviewed can also affect the reliability of the results.

Being aware of these weaknesses in the design of this study, the researcher endeavored to be as accurate as possible in recording the process and analyzing the data. The reliability of data was assessed through a comparison of the responses of one participant against the responses of others. Data gathered from each participant in Part I of the study were compared to data from other participants and then verified against legislative documents. The information collected from all participants at each institution in Part II of the study was compared to judge accuracy. This procedure permitted the researcher to confirm the reliability of the data for each part of the study.

The validity and reliability of this study concerned the researcher. Means to strengthen the design were utilized when possible. The overall validity and reliability of the study were further increased by examining each piece of information in reference to its fit into the total body of data (Dobbert, 1982). Data from different informants and sources were compared and contrasted by the researcher prior to being summarized and compared against the theory being examined. The analysis of the data was based upon these concerns for validity and reliability.

Data Analysis

The data from each part of the study included interview responses and information gleaned from written planning documents such as legislative records. All data from the first part of the study (the formulation stage) were analyzed separately from the data of the second part (the implementation stage).

Data from the first part of the study were analyzed through a series of steps. First, the data from individual interviews, planning documents, and legislative records were combined and summarized. Then, the compiled data were compared to the first three categories of Inbar's theory (1980). The researcher determined if one or more of the levels of categories in the conceptual frame of reference were adequate to describe the recorded process.

The researcher also used a series of steps to analyze the data from the second part of the study. The data from each of the administrators interviewed at the same institution were compiled. These three sets of data were individually recorded case studies of the implementation stage of the planning process. Finally, the data from each institution were compared to the appropriate categories of the conceptual frame of reference: patterns of implementation and planning objects (Inbar, 1980).

The analysis of data from Part I was combined with the analysis of data from each institution in Part II. These three combinations provided independent examples of the complete statewide planning process compared to the total frame of reference (Inbar, 1980). The findings were used to determine the usefulness of the conceptual frame of reference (Inbar, 1980) to describe the planning process.

The findings of the study are presented in the following two chapters. Chapter IV contains the analysis of data collected in the first part of the study and a comparison of the data to the first three categories of the conceptual frame of reference (Inbar, 1980). The chapter also contains case studies of the implementation process at three community colleges. The data for each community college were separately compared to the final two categories of Inbar's (1980) model. Additionally, Chapter IV contains the compilation of data from both parts of the

study and final comparison to total conceptual frame of reference. Chapter V includes the conclusions and implications of the study as well as recommendations for further research in related areas.

CHAPTER IV
FINDINGS AND COMPARISON TO INBAR'S
CONCEPTUAL FRAME OF REFERENCE

Introduction

This chapter includes a review of the major events of both the formulation and implementation of Florida Statute (F. S.) 84-240.117. The data were collected in two parts reflecting the formulation and implementation stages. The findings are reported separately before the combination of both parts are given. The data are reported in a case study format.

Part I is a report of the data collected from interviews with key individuals influential in the formulation and passage of F. S. 84-240.117. Supplemental data from legislative records are also included. The major events leading to the formulation and passage of F. S. 84-240.117 are reviewed. The data are then compared to each of the first three categories of Inbar's (1980) conceptual frame of reference for educational planning: goal orientation, type of knowledge, and planning strategy. A summary of the formulation stage of the planning process relative to Inbar's theory is presented.

Part II includes data collected through interviews with key administrators of three community colleges where

F. S. 84-240.117 was implemented. A review of the implementation of Florida Statute 84-240.117 at each of the three selected community colleges is included as a separate case study. Data collected from the administrators of each institution are included in the case study of that institution. Each case study is followed by a comparison of the data to the last two categories of Inbar's (1980) conceptual frame of reference: pattern of implementation and planning objects. A summary of the data gathered for Part II of the study is provided.

The data from both parts of the study are then compiled. Data from the formulation stage are combined with data from each institution providing three complete conceptual frames of references (Inbar, 1980). An analysis of the usefulness of the model and a summary of the findings from the study are included.

Part I, Formulation Stage

The data for Part I of this study were collected by the researcher through interviews with the six individuals identified as key participants influential in the formulation and passage of F. S. 84-240.117. The professional positions of the six individuals interviewed are listed below:

State representative and vice president of a
community college

President of the Florida Senate

Chairman of the Senate Education Committee

Senate staff member

Senate staff member

Director of the Postsecondary Education Planning
Commission (PEPC)

Supplemental data were gathered through an examination of state legislative documents.

Review of the Major Events

Several events during 1982, 1983, and 1984 led to the development of F. S. 84-240.117. According to the participants in the study, the general perception of legislators and educators throughout the state was that the issue of remediation for postsecondary students should be clearly addressed.

During the early 1980s, several configurations of high school courses were offered to fulfill graduation requirements for each subject area. For example, students could enroll in either a series of basic mathematics courses or in such courses as algebra, geometry, trigonometry, and calculus. Either selection of courses would fulfill the mathematics requirements leading to a high school diploma and eligibility to enter the community college system.

Most students needing postsecondary remediation were prohibited from attending state universities by stringent entrance requirements; however, the open door admission policy of the community college system permitted any high school graduate to enter. The role of the community

college was to provide all high school graduates with an opportunity to attend college, yet maintain academic quality that would enable students to attain a comparable education to that offered in the first two years at the state universities. Therefore, the need for postsecondary remedial education, commonly referred to as developmental or compensatory education, existed at the community college.

In 1982, PEPC published a master plan for postsecondary education in the State of Florida. This document was entitled The Master Plan for Florida Postsecondary Education. The plan included a report of the current state of postsecondary education as well as recommendations for the future success of higher education in Florida. Eleven of the recommendations directly addressed the issue of remedial education in postsecondary institutions. These 11 recommendations are included as Appendix F. The recommendations included that high school graduation requirements should be strengthened and statewide standards should be established to determine which academic skills were appropriate for mastery in the kindergarten through 12th grade (K-12) education sector. One result would be the identified sequential academic development of students as they moved from high school into college. Other recommendations were for the K-12 sector to take the responsibility for ensuring that students met the

standards for communication or computation skills identified as pre-college by 1990. An additional recommendation was for the immediate provision of postsecondary remedial education to rest solely as a responsibility of the community college until 1990.

These recommendations were not ignored by the legislators. Rather, the issues of student preparation and remediation were addressed in two pieces of legislation during the 1983 session. A Senate interpretation of F. S. 83-240.321 described it as follows:

Admission requirements to Florida's twenty-eight community colleges and nine state universities have been strengthened. Effective August 1987, Florida residents must complete the statewide high school graduation requirements for admission into an associate in arts degree program in a community college. Students must earn 2 credits in a foreign language for admission into a state university. The language credits may be earned either in high school or a community college.

By August 1990, all remediation programs will become the responsibility of the public schools. Postsecondary remedial programs will be limited to students who graduated from high school five or more years prior to admission to a college degree program. (The Florida Senate, 1983, p. 10)

The second bill related to postsecondary education during the 1983 session was F. S. 83-240.115. The bill required a system by which colleges were required to provide feedback to individual high schools regarding the success or failure of their graduates. The purposes of this bill were twofold. The bill focused on improving communication concerning curriculum issues between

secondary and postsecondary institutions and allowed the high schools to gain the needed information upon which to base curricular changes. The changes were needed prior to 1990 when the K-12 sector would assume responsibility for postsecondary remediation.

Another spin-off from the original PEPC master plan document in addition to legislation was the formulation of a PEPC committee in January, 1983, to undertake a comprehensive study of the participation of minority students in postsecondary education. The statewide interest in this topic was evident in the legislative session that same year. The legislature passed an appropriation of \$35,000 for a one-year study of the participation of minorities in postsecondary education. After some negotiations, the Joint PEPC-Legislative Committee on Minority Education was delegated to carry out this study. Membership of the Committee consisted of three appointed senators, three appointed members of the House of Representatives, and four members of PEPC. Some previous members of the PEPC committee became members of the Joint PEPC-Legislative Committee on Minority Education. The findings of this study were published in 1984 as a supplement to the original 1982 master plan written by PEPC. The supplement was subtitled, Enhancing the Participation of Minority and Disadvantaged Students in Postsecondary Education. This booklet also contained

several recommendations addressing the need for remedial postsecondary education. These recommendations are included as Appendix G. The term "college preparatory" was used for the first time in these recommendations in place of the terms "remedial" or "developmental".

The recommendations regarding remedial education (Postsecondary Education Planning Commission, 1984) included some of the same suggestions contained in the original master plan (Postsecondary Education Planning Commission, 1982). The similar recommendations included the raising of high school graduation standards to be similar to the standards used to determine the placement of students in either college level or preparatory college courses.

New recommendations contained in the booklet, included the development of a single entry-level, placement test, which would be a derivative of the College Level Academic Skills Test (CLAST). The Joint PEPC-Legislative Committee on Minority Participation also called for merging existing community college compensatory programs with adult education programs. The merged program would be referred to as college preparatory and would be provided exclusively by community colleges. A final recommendation suggested that statewide standards for college preparatory courses should be established to define acceptable levels of competencies required, student rates of progress, and total

time allowed for completion (Postsecondary Education Planning Commission, 1984).

The recommendations of both the original master plan and the study on minority participation (Postsecondary Education Planning Commission, 1982, 1984) were used as resources during the 1984 legislative session.

Additionally, one member of the senate staff traveled throughout the state gathering information pertaining to the issue of postsecondary remediation. He interviewed high school principals and observed programs in secondary institutions. The information compiled was shared with senators, including the President of the 1984 Senate.

Another member of the senate staff was assigned the responsibility of writing the draft of Senate Bill 1081 based on the recommendations of the minority participation study (Postsecondary Education Planning Commission, 1984). The lengthy draft of Senate Bill 1081 focused on mandating placement testing and preparatory non-credit coursework for students identified through the testing process. The staff member was also responsible for drafting all amendments to the bill as suggested by the Senate Education Committee during the 1984 session.

Senate Bill (SB) 1081 was introduced to the Senate on April 27, 1984, and was assigned to the Senate Education Committee. The Senate Education Committee requested an extension be granted to allow additional time for the

consideration of SB 1081 on May 10th. Five days later the Senate Education Committee passed a Committee Substitute (CS) for SBs 1081 and 884 (Journal of the Senate, 1984). The combination of Committee Substitute for Senate Bills (CS/SBs) 923, 836, 1081, and 884 was taken to the floor of the Senate where it was discussed on May 23rd and 24th. According to four participants in the study, there was little resistance to the essence of the bill although it was amended. The bill was passed by the Senate on May 29th as amended and sent to the House of Representatives (Journal of the Senate, 1984).

The House of Representatives addressed CS/SBs 923, 836, 1081, and 884 on May 29th, amending the bill again before passing it (Journal of the House of Representatives, 1984). The bill was then taken back to the Senate for concurrence on the amendments. June 1st, the final day of the session, the Senate reviewed CS/SBs 932, 836, 1081, and 884 as amended by the House of Representatives. The Senate refused to concur on the house amendments suggesting that the House of Representatives either recede from their amendments or request a conference committee. The House of Representatives considered the matter, refused to recede, and called for a conference committee meeting (Journal of the Senate, 1984).

The President of the Senate and the Speaker of the House of Representatives appointed conferees who

immediately met to consider compromises on the bill. The President of the Senate, two senate staff members, and the Director of PEPC cited sweeping changes that came from the conference committee meetings. Supporters of each of the provisions contained in the massive act attempted to protect their favored sections. Several key senators openly supported specific provisions within the Act. The final bill was referred to as the Omnibus Education Act because of its size and the complexity of its educational provisions. Despite the immensity of the Act, this final version developed by the Conference Committee was greatly reduced in size from the original combination of bills.

The Senate and House of Representatives both passed the Committee version of the bill on June 1, 1984. The Omnibus Education Act, or CS/SBs 923, 836, 1081, and 884, was sent to the Governor for his signature. The Governor signed the bill into law on June 18, 1984. Section 240.117 of the Omnibus Education Act addressed college preparatory courses. This section was included in Florida law as F. S. 84-240.117

Following the passage of F. S. 84-240.117, four instruments were approved by the State Board of Education for use as placement tests. These instruments included American College Testing Program (ACT); Asset: A Student Advising, Placement and Retention Service for Two Year Institutions (Asset); Multiple Assessment Programs and Services Test (MAPS), and Scholastic Aptitude Test (SAT).

In August, 1985, the State Board of Education established cut-off scores for each placement test. The community colleges throughout the state were required to select from these specified tests and utilize established cut-off scores for the mandatory placement of students.

Comparison of Part I Data to the Conceptual Frame of Reference

The data collected in this part of the study concerned the formulation of the educational plan, evident in the resulting legislation, F. S. 84-240.117. The data were compared to the first three categories of Inbar's conceptual frame of reference for educational planning (Inbar, 1980). These categories consisted of the goal orientation of the decision makers, the type of knowledge utilized, and the planning strategy employed in the passage of the legislation.

Inbar (1980) defined the two levels of goal orientations as allocative and behavioral. The two types of knowledge were defined by Inbar (1980) as explicit and tacit. Four levels of planning strategy were included in the model (Inbar, 1980). They were rational, mixed scanning, incremental, and linkage strategies.

Goal orientation

All interviewees agreed that several goals were clearly addressed in the legislation. The legislation was designed to address the existence of an unknown number of students needing and not necessarily receiving college

preparatory instruction. The goal of this legislation was to identify those students and to provide an effective system by which the instruction could be provided. One member of the senate staff stated that the purposes included the establishment of a common statewide definition of college preparatory, the provision for the State Board of Education to identify the tests to be used to screen students, and mandatory college preparatory courses offered at community colleges.

Some of the agreed upon goals were allocative in nature. The legislators intended that institutional resources be redirected in order that students needing college preparatory courses could be more effectively identified and to monitor the enrollment of those students in the required courses. In spite of the desire to redirect resources, the legislation did not seem to be concerned with the monetary issues. When asked if the goals were monetary, the Senate President answered that the testing and instruction mandated for community colleges by this legislation were no more costly than if offered at the high school level. His remarks inferred the assumption that the remediation would be subsidized by public educational dollars. Another point of view was expressed by the Executive Director of PEPC. He stated, "Appropriations were not an issue. We were already paying for the college credit that students were earning even though some of the work was remedial."

At the same time, the goals of the legislative decision makers included the desire for behavioral changes to occur. For example, they perceived the outcomes of this legislation changing enrollment patterns such as more high school students selecting college preparatory courses, community college students enrolling in either college level or college preparatory courses, and university students not enrolling in college preparatory courses through the university. Other behavioral goals also expressed included more effective academic counseling for high school students, more fluid curriculum sequencing between the K-12 sector and the community colleges, and the strongly stated goal of increasing the quality of the educational program. These desired goals appeared to be based on the preferred values and ideals of decision makers and related to changing the behavior of students, counselors, and perhaps faculty members throughout the state.

Both allocative and behavioral goals were expressed as motivating the passage of F. S. 84-241.117. The two types of goals were interrelated in some instances. Changes in the enrollment patterns of students created changes in needed resource allocation. Statewide changes in the methods of categorizing students as a resource were instrumental in causing the enrollment patterns to shift. Therefore, a combination of interrelated allocative and behavioral goals was identified.

Allocative and behavioral goals are included in the model for educational planning (Inbar, 1980) utilized in this study. Inbar suggested that the goals of the decision makers could be identified as either allocative or behavioral. In this study the goals were interrelated to such an extent that the combination of both allocative and behavioral goals was more appropriate.

Type of knowledge

Information regarding the need for placement testing and college preparatory instruction was provided by many sources prior to the 1984 legislative session. Background information regarding the issue was gathered by the various committees such as the Joint PEPC-Legislative Committee on Minority Education and the Governor's Committee on Secondary Education. The President of the Senate recalled that those committees utilized such national experts as members of the President's Committee on Public Education. The state-level committees provided the basis for the development of the legislation through the recommendations published in their reports (Postsecondary Education Planning Commission, 1982, 1984). Another source of information was community college administrators. The senate staff members remembered conversations between these administrators and the individual writing the original draft of the bill before the session began. Additionally, legislators were relying on information from their

constituents. The state representative mentioned that the mood of the public during the early 1980s was for increased educational accountability. Therefore, he pointed out that many of the legislators went into the session knowing public opinion would favor stricter guidelines and more institutional accountability regarding most educational issues.

Each legislator gained additional information regarding the issue of college preparatory instruction throughout the session. The President of the Senate spoke of the need for a statewide requirement for placement testing and enrollment in college preparatory courses in addresses to the Senate, the Senate Education Committee, and the Governor's Cabinet. According to one senate staff member, "the information was clear and in the open about the need for and purposes of this legislation [SB 1081]." The legislators were aware of the facts and of the support from key members in both the House and Senate. For example, both the President of the House and the Chairman of the Senate Education Committee supported SB 1081.

Data collected from all interviewees supported that explicit knowledge was used prior to and during the decision making process. The information regarding the goals of the legislation was explicitly expressed. Additionally, political pressure for the support of the legislation was openly known.

Planning strategy

The President of the Senate and Chairman of the Senate Education Committee were long-term supporters of education reform issues. They each spoke to senate staff members regarding the formulation of a bill to address postsecondary education programs. A senate staff member then was responsible for drafting the legislation introduced as SB 1081. One staff member recalled that prior to the session there was no clear strategy for the passage of SB 1081 except that it would have the support of key legislators. Ideas regarding how the bill might get through were discussed with the legislative supporters, but no clear strategy evolved.

The President of the Senate announced that the passage of certain education issues would be his priority during the 1984 session. One senate staff member was given the responsibility to "push" the designated educational bills and keep the Senate President informed at all times. The Executive Director of PEPC recalled that even though SB 1081 was one of the bills supported by the Senate President, many legislators were more interested in the bills designed to affect the K-12 educational sector. The attention received by these K-12 education bills was the initial reason SB 1081 was linked with them in the Senate Education Committee to become part of CS/SBs 932, 836, 1081, and 884. A senate staff member said that during the

linking process, several other legislators recognized the strength of support for the combined bills and added their own "pet" education bills. The result was that many seemingly unrelated educational provisions were lumped together as the Omnibus Education Act.

The immensity of the Omnibus Education Act caused many problems. Legislators and staff members realized that a document that size was difficult to read and, therefore, might not pass. The bill was edited by the Senate Education Committee. The Executive Director of PEPC stated that rapid and decisive decisions were made by this committee regarding what would be cut out of the act. He added that several times it appeared the bill might even be voted down. The senate staff member who had written the original draft of SB 1081 described the amending process.

They took out everything they felt could wait until the next legislative session. Several sections were moved to the Appropriations Committee. During the process all references to minorities were deleted.

Legislators tried to protect their particular sections of the Omnibus Education Act as the amending process occurred. The support of key legislators for the issue of postsecondary remedial education kept the essence of SB 1081 in the act although it was greatly amended. The Senate President explained the protection of CS/SB 1081 during the amending process in these terms:

When you are President of the Senate and you only have one or two bills that you are interested in, most of the senators are real anxious to help you get them passed.

After the massive amending process in the Senate Education Committee, CS/SBs 932, 836, 1081, and 884 passed the Senate with relatively few changes. The House of Representatives attempted to amend the bill further which led to the formation of the conference committee.

Amendments from the conference committee included compromises between strong supporters of the various issues that remained linked together. As is usual with conference committee products, this bill was not amended further by the House of Representatives or Senate. The result of the conference committee compromises was that the final bill gained enough support to pass both the House of Representatives and the Senate. A State Representative described the process of passing the Omnibus Education Act. He said, "The issues themselves were not related but the compilation of issues was necessary to get enough votes to pass the bill."

A comparison of the strategies used to pass the Omnibus Education Act was made to the conceptual frame of reference (Inbar, 1980). One main strategy was employed in the decision making process regarding the passage of the Omnibus Education Act. A linkage strategy was clearly evident. Powerful decision makers linked several vaguely

related issues together to build the network of supporters needed to pass the legislation.

Synthesis of data from Part I

The data from Part I of the study were compared to the conceptual frame of reference (Inbar, 1980). The three categories appropriate for comparison to the formulation of this legislation were identified. These included a combination of behavioral and allocative goal orientations. These goals provided the impetus for the creation of the legislation.

The information surrounding both the development of SB 1081 and the passage of the final form, F. S. 84-240.117, was openly expressed by supporters. The decisions of legislators and others involved in the formulation process were for the most part based on explicit knowledge.

One planning strategy was apparent during the formulation stage of the planning process. A linkage strategy was used to pass the bill into law. This strategy was evident in the effort to lump several bills together, the compromise process on the various amendments, and the combined support for the massive act that resulted.

The levels of each category appropriate to the formulation stage of the identified planning process are shown in Figure 4. The figure depicts the location of the category levels in relation to the conceptual frame of reference (Inbar, 1980).

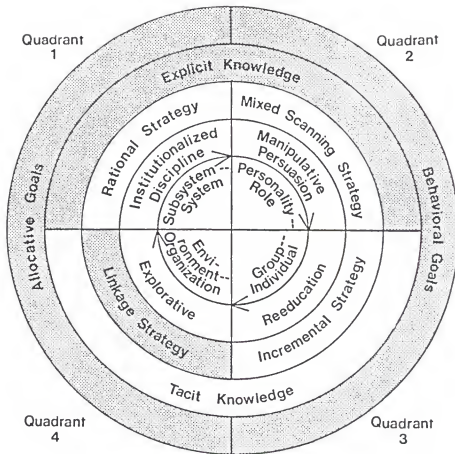


Figure 4. Combination of data from Part I in relation to the conceptual frame of reference (Adapted from Inbar, 1980, p. 383).

The first category level was identified as a combination of both allocative and behavioral goals. The combination of levels was shaded in all four quadrants. The second category level, explicit knowledge, was added to the figure. At that point quadrants I and II had two levels indicated. Quadrants III and IV had one level identified on the model. The combination of the first two categories would suggest that the additional levels may be classified as either quadrant I or II planning activities.

The third category was identified from the data as a linkage strategy. This category level was a quadrant III planning activity. Therefore, the final figure depicting the three categories for the formulation stage of the planning process included two levels in each of quadrants I, II, IV, and one level identified in quadrant III. The category levels for the first part of the study as depicted on the conceptual frame of reference (Inbar, 1980) are included in all four quadrants of the model.

PART II, Implementation Stage

Data collected for Part II of the study related to the implementation of Florida Statute 84-240.117 at three selected community colleges. The data were collected by the researcher through interviews with key administrators identified as having participated in the implementation of F. S. 240.117 at the particular institution. The three community colleges were selected to provide a variety of institutions based on size, location, and complexity of the organization.

Institution A was a small, single campus institution in the central part of the state. The administrators identified and interviewed at Institution A were the Dean of Student Services, the Director of Counseling, and the Institutional Research Officer. Institution B was a medium sized, multi-campus institution on the east coast. The administrators identified and interviewed were the Vice

President and the Dean of Academic Studies. Institution C was a large, multi-campus institution on the west coast of the state. Four administrators were interviewed at Institution C. The administrators were a dean of student services, the Director of Testing, the Vice President for Institutional and Program Planning, and the Vice President for Educational and Student Services.

Institution A

Institution A initiated a new policy requiring the use of placement tests for students entering the community college in 1979. A committee was formed to look at possible tests for this purpose and the ACT was selected. Cut-off scores for determining the students in need of developmental education were set. Although placement testing was mandated through institutional policy, the enrollment of students in developmental courses was not required. Students were advised to enroll in particular sections, and courses were designed to allow them additional assistance and time to gain the basic knowledge needed. For example, in some instances a basic freshman English course given for three hours of college credit might be set up to meet an extra two hours per week in conjunction with a self-paced individualized curriculum. A student would enroll in the course and work toward attaining competencies in freshman English. If all competencies were not mastered during that term, a

non-punitive grade of "N" was assigned to the student and no credit was given. That student enrolled again for the course during the following term, paid tuition, and continued to work toward mastery of the sequential skills. Once the student mastered all competencies in the freshman English course, a regular grade and college credit were assigned.

Institution A established an entry-level committee, chaired by the Institutional Research Officer, to make recommendations to the business affairs committee regarding test selection, the curriculum for college preparatory courses, and a most effective placement process. The committee consisted of three counselors, faculty members from each of the three discipline areas affected, the Dean of Instructional Services, the Dean of Student Services, and the Director of Counseling. Presentations were made before the committee by company representatives for each of the four approved tests and administrators from other Florida community colleges using the tests. The committee decided to recommend continued use of the ACT. The Director of Counseling explained that the decision was based on the wealth of past institutional data and the concept that the test results were useful for the academic counseling of either low or high scoring students. The recommendations of the Committee were approved by the business affairs committee, an assembly of the top administrators of the college. The resulting

policy changes were approved by the college Board of Trustees.

The policy changes at Institution A as a result of F. S. 84-240.117 were few. Institutional policy already included the use of the ACT for placement testing. The cut-off scores utilized at the institution were similar to those mandated by the State Board of Education. The major change in policy included rigid adherence to state placement requirements. Students were no longer exempted from placement test requirements on the basis of a counselor or faculty member's professional judgment.

Counselors had always been responsible for administering the placement tests, interpreting the results for students, and providing academic counseling. The responsibilities of the counseling staff did not change because of the mandatory use and reporting of placement tests. However, the responsibilities of the counseling position were increased slightly due to exacting state requirements for placement and reporting. The Director of Counseling described the counseling staff as a flexible team. The counselors were easily able to make the necessary small adjustments.

Faculty members were, for the most part, pleased with the more precise system of academic screening. No new faculty positions were created by the changes, but some faculty members were assigned to teach college preparatory courses rather than college level courses.

Students were more directly affected by the changes. As described by the Institutional Research Officer, the students, and particularly non-traditional students, were frustrated by the rigid requirements.

Several changes were instituted over the next two years to alleviate some of the frustration students felt. Counselors began to use a more personal approach with students in an effort to retain them in programs. Students who made slightly below the state cut-off score on ACT were allowed to take a retest using MAPS B, an alternative form of the state adopted test. Trial programs were designed to enable students who needed only a quick review of the basic skills to complete two courses of college preparatory math during one semester. In this way, a few selected students were given an opportunity to attain the needed skills in a shorter period of time than the two semesters experienced by most college preparatory students. Additionally, faculty members were required to certify the mastery of preparatory level competencies.

The Dean of Student Services noted one possible result of the changes. Minority enrollment decreased slightly during 1984-85 at the same time that total enrollment for the institution increased. The dean suggested that changes in enrollment patterns are

difficult to explain. As a result, college preparatory requirements could not be identified as the cause of the decline. However, efforts to reach minority students were increased. A pilot program was designed to provide minority high school students an orientation to the college environment and to the ACT.

As a result of the efforts to develop an effective college preparatory program and the necessary testing support, communication increased between faculty members within the same discipline and between faculty members and counselors. Additionally, faculty members attended both statewide and national meetings on minimum competency testing. This resulted in a richer understanding of student development within their own disciplines. According to the Institutional Research Officer, the rewards consisted of faculty members and counselors having a greater appreciation for the role each plays in the educational process.

Pattern of implementation

Members of the entry-level committee were the key change agents involved with the implementation of state mandates regarding college preparatory courses at Institution A. Members were appointed to the committee on a formal basis and met regularly for the purpose of making recommendations regarding the selection of a testing instrument and subsequent changes in curriculum. The

recommendations were forwarded to the top administrative and policy setting branches of the institution.

A comparison of data was made to the category of implementation strategy contained in Inbar's (1980) conceptual frame of reference. Institutionalized discipline was evident in that the entry-level committee and subsequent planning activities were sanctioned by the administrative branch of Institution A.

The entry-level committee also served as an information channel that allowed communication to flow from administration to faculty members and from faculty members to the administration. Committee members informally dispersed information throughout the institution regarding both the decision making process and the decisions that resulted. This system of communication encouraged the acceptance of the decisions and was an important part of the reeducational process. Administrators, faculty, counselors, and staff members were given several opportunities to broaden their understanding of the issues and to consider the impact of various methods for carrying out the state mandate.

A second comparison of the information to the conceptual frame of reference (Inbar, 1980) revealed that a reeducational process was also being used as a pattern of implementation. The planning activities included efforts to reeducate employees within several layers of the

hierarchical system of the institution. These efforts directly affected the acceptance of changes implemented as a result of F. S. 84-240.117.

A lesser pattern of implementation used at Institution A was manipulative persuasion. The administration predetermined the issues to be addressed by the entry-level committee and then influenced the adoption of the decisions reached by the committee throughout the institution. Increased pressure was put on individuals who were reluctant to comply with the new policies. The reluctance of faculty members was based on their desire to have a more flexible policy that allowed some use of professional judgment by faculty members rather than strict adherence to test scores for placement. Two administrators interviewed spoke of this as a minor problem. The pattern of manipulative persuasion was used only with certain individuals.

Two implementation patterns were most visible at Institution A: institutionalized discipline and reeducational. Also, some use of a manipulative persuasion pattern was apparent.

Planning objects

Most planning activities recorded at Institution A were directed toward addressing the needs of the students while implementing the state mandate. Many of the planning activities were focused on minimizing the frustration and

inconvenience of students while effectively serving their educational needs. The emphasis on the students as individuals and as groups was demonstrated in the policy that allowed selected students to enroll in courses designed to address their deficit areas quickly in addition to meeting the state requirement for college preparatory course enrollment. A second example of the emphasis on meeting the needs of students was the exploratory program for identified high-risk secondary students prior to college entrance. These facets of the implementation process demonstrated that the students as individuals and as groups were an object of the planning activities.

Other planning activities focused on the need to react to new state requirements including the accurate reporting of compliance to the State Department of Education. Therefore, the relationship of the institution to the state education system was evident. The second object of the planning activities as defined by Inbar (1980) was the organization in relation to the educational environment.

A final object of many of the planning activities was the needed alterations within the organization so that services could be more effectively and efficiently provided. These activities focused on the reorganization of the discipline areas affected by the placement testing and establishment of additional college preparatory courses. The responsibilities of some faculty members were

altered as they were assigned to teach the additional sections of college preparatory courses. The practice of physically locating all courses relating to a discipline in the same area of the campus was begun. Prior to 1984, the college preparatory courses were sometimes taught in other buildings from related college level courses.

Additionally, improved communication between counselors and faculty members was another example of how the relationship between subsystems within the larger system were altered. In regard to Inbar's conceptual frame of reference, these examples are associated with the planning object system/subsystem. These objects of planning were a desired result of the process but not the major focus of the efforts. Therefore, system/subsystem was a secondary set of planning objects.

Application to the model

An analysis of the data collected at Institution A was compared to the final two categories of Inbar's (1980) conceptual frame of reference. These two categories are the implementation strategy and planning objects.

The analysis of data revealed that institutionalized discipline and a reeducational process were the primary patterns for implementing decisions. A secondary pattern was the use of manipulative persuasion. Two main sets of planning objects were identified: individual students and groups of students as well as the organization in relation

to the educational environment. A secondary set of planning objects was the system/subsystem. Figure 5 is a profile of the category levels identified from data collected at Institution A in comparison to the model.

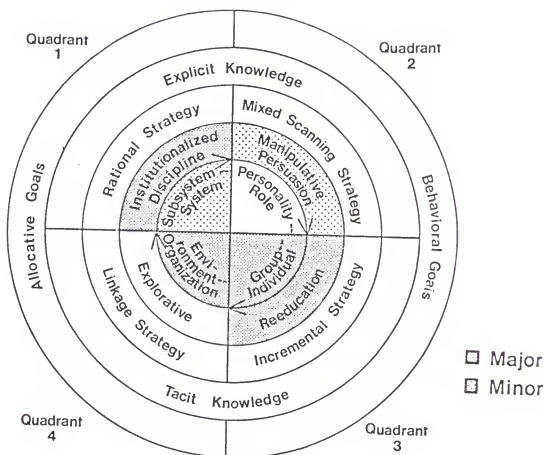


Figure 5. Implementation profile at Institution A (Adapted from Inbar, 1980, p. 383).

Institution B

Institution B is a medium sized, multi-campus community college on the east coast. The college consists of two campuses and one center.

The institution used a locally developed placement test for first-time entering students in 1983. Although

the test was mandatory, enrollment in developmental or compensatory courses was not. Two levels of developmental courses were offered. Students identified as needing remediation were advised to enroll in either a lower level or pre-college level course depending upon their scores. Many students did not choose to enroll in the compensatory courses; instead they registered for college level courses. The records of these students were monitored, and it was later determined that although many were unsuccessful in the college level courses, a few were able to succeed. According to the Vice President, the students who succeeded provided justification for retaining the policy that allowed students the choice of courses. "We decided not to close that door. . . . Tests do not tell about a student's motivation. Perhaps that is the primary difference between someone's stated ability and their performance."

When the state mandated the use of a state approved test in 1984, a committee was formed at Institution B to examine the four options. The committee consisted of faculty representation from the reading, math, and writing disciplines; a counselor; a dean of student services; and the Dean of Academic Studies who acted as chairman. Since none of the four state adopted tests had been previously used at the institution, each was examined on an equal basis. According to the Dean of Academic Studies, the

committee concluded that Asset was the most discriminating test for all three discipline areas. Another factor in the decision was that the Asset was appropriate for use with vocational students as well as degree-seeking students.

The following term Asset was field tested to determine the impact of using various cut-off scores. Freshmen, who were currently enrolled, were given the placement test. It was determined from the results that approximately two-thirds of the freshmen would have been required to take college preparatory courses in at least one discipline area if the cut-off scores recommended by the test selection committee were used. In response to this information, additional college preparatory courses were scheduled to be offered for the fall term, and an additional reading instructor was hired.

In August, 1985, just weeks before the fall term began, the state cut-off scores for each of the tests were determined. These statewide cut-off scores proved to be much lower than the scores used at Institution B for the purpose of planning. Therefore, the impact of implementing the law did not affect student course assignment to the extent anticipated. The Dean of Student Services remembered that many faculty members were displeased by the low cut-off scores established by the state. It was thought that the lower scores did not provide an accurate measure to identify students in need of remediation.

An institution-wide computer system was used for keeping records, monitoring placement testing, and regulating student registration during the first term. Weaknesses in the initial computer program allowed some students identified as needing college preparatory courses to register for college credit courses. Adjustments were made to the computer program during the drop/add time period. The program was further corrected as additional weaknesses were discovered.

One inconsistency regarding the implementation of the state mandate was noted at the institution. The law required that all students entering degree programs be tested on knowledge of algebraic mathematics. The requirements for some associate of science degree programs, however, did not require courses in algebra. Instead, students were required to take courses in arithmetic. The institution wrote a letter to the State Department of Education regarding this inconsistency and as a result implemented a policy of using the arithmetic section of the placement test in lieu of the section on algebra. The policy was based on the belief that placement instruments should test skill areas that were program related.

As stated by the Vice President, outcomes of the state mandate included several changes. Measurable changes were noted in enrollment patterns and course curriculum as students were forced to take college preparatory courses.

Other changes included the raising of faculty expectations for student performance resulting from more homogeneous ability grouping within college level courses, alterations in the role of faculty members assigned to teach college preparatory classes, and a shift in the attitude of students as they became more serious about their abilities in writing and mathematics.

Pattern of implementation

Planning activities were conducted by a committee representing the various faculty members and administrators affected by the changes. The committee forwarded recommendations to top administrators who supported their decisions. The activities, therefore, were supported by the structure of the institution and exemplify the use of institutionalized discipline as a pattern of implementation. The use of the computer to record and monitor the policies was a further example of institutionalized discipline.

The use of a committee representing various discipline areas as well as various administrators encouraged a participative decision making process. The involvement of these individuals aided in the adoption and implementation of the decisions made by the committee. This process used a reeducational implementation pattern to ensure the acceptance of changes throughout the college.

A third example of an implementation pattern was noted at Institution B. The Dean of Academic Studies was

responsible for monitoring the implementation process. Part of his responsibility was carried out through scrutinizing student and faculty records including test scores, grades, and competency documentation. He spoke of some faculty resistance to the restrictive guidelines initiated by the state mandate. This resistance was at times expressed by faculty members, but more often displayed in their actions. The Dean was responsible to monitor the enrollment and grading records to the point that he could note inconsistencies in compliance by individual faculty members. Noted inconsistencies were shown to the responsible departmental chairman who, in turn, notified the specific faculty member. Faculty members, who had been remiss in following the letter of the law, was forced to comply through the use of normative pressure as well as the implied threat to their professional positions. This was an example of the use of manipulative persuasion to induce the reluctant faculty members to accept the changes necessary to comply with the state policy. The use of manipulative persuasion was applied only to those resistant individuals, not to the faculty as a whole. Therefore, manipulative persuasion was a minor pattern of implementation identified at Institution B.

Planning objects

The focus of the planning activities was the development of a placement program that would address both

the needs of the students and of the institution in relation to the state educational system. Two examples of the emphasis on student welfare were the policy to accommodate educational differences between groups of students taking the test and changes in faculty expectations for both groups of students and for individual students. The objects of these planning activities were the group/individual.

The needs of the institution included the requirement for reporting student test results and placement to the State Department of Education. This was met through the development of an effective and efficient computer program. The computer was used to assist the counseling staff with some of the responsibility for monitoring student registration and allowed accurate reporting of compliance to the State Board of Education. Additionally, the needs of the institution to respond to state mandates were also monitored by the Dean of Academic Studies. He reviewed student academic records to insure compliance by both students and faculty members. The planning objects of these activities were the institution in response to the state educational system. The identified planning objects were organization/environment.

There were some changes within Institution B as the organization responded to the demands for compliance with the state requirements. As noted by the Vice President,

these included an enrollment shift toward college preparatory courses, changes in the role of faculty members as they relinquished some academic control and accepted different teaching assignments, and an emphasis given to academic testing. These are examples of alterations within the system in response to the new policies. The object of these activities was a reordering of the various subsystems within the institution. The planning objects were identified as system/subsystem. This set of objects was reorganized as needed, yet these were not the primary concern of the change agents who participated in the planning process. Consequently, the system/subsystem were designated as secondary planning objects.

Three different objects of planning were identified. The primary planning objects were the students both as individuals and as a group and the institution within the state educational system. The secondary set of planning objects was the subsystems within the Institution.

Application of the model

The state mandate investigated in this study was implemented at Institution A mainly through the use of two implementation patterns. These were the pattern of institutionalized discipline and a reeducational approach. Three sets of objects were identified as the foci of planning activities at Institution B. The main planning objects included the perspectives of group/individual and

environment/organization. The subsystem/system was identified as a less important object of planning. Figure 6 is a profile of the patterns of implementation and planning objects at Institution B in comparison to Inbar's (1980) conceptual frame of reference.

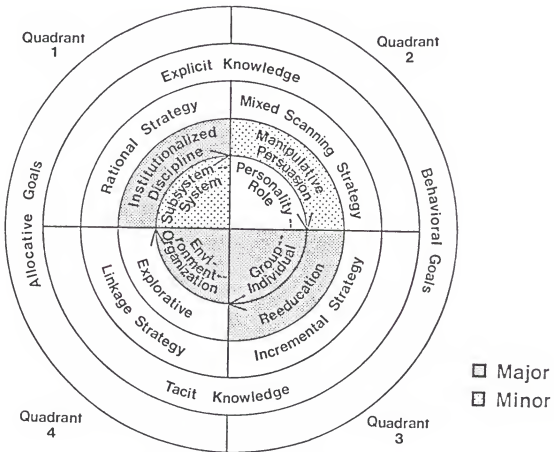


Figure 6. Implementation profile at Institution B (Adapted from Inbar, 1980, p. 383).

Institution C

Institution C is a large community college located on the west coast of Florida. The college is located on five main sites: two large campuses, two centers, and the district office.

The institution has a long history of using placement tests for students entering college for the first time. A number of placement tests and testing policies were used at one time or another since the 1960s. In 1981, a policy was implemented that required students to take a standardized placement test. According to the Vice President for Educational and Student Services, the decisions regarding placement testing resulted partially from new state guidelines for exit-level examinations of students in degree programs. "Exit-level testing made it necessary to know where students were when they started." The state mandate for exit-level testing also forced a restructuring of the curriculum. The students had to be exposed to the skills measured on the exit exam during their college program; therefore, the curriculum had to be carefully examined to determine to what extent and in which courses specific skills were being taught.

The results of the placement tests were used for academic advisement. Enrollment in developmental courses was strongly recommended, but not required. Some students accepted the recommendations of the counselors and enrolled in developmental courses; others did not.

In 1983, the college began using an objective writing exam in addition to the standardized tests. These exams provided useful information for better academic advisement in English.

The statewide mandatory placement and testing requirements passed in 1984 did not create a great number of changes at Institution C since several efforts were already in place. Most changes were seen as resulting in the state requirements of a state approved placement instrument and the clear demarcation between college level and college preparatory courses.

The Vice President for Educational and Student Services was responsible for assisting with the change process and overseeing the implementation of the state mandates. He initiated the process by forming and chairing three committees representing the three discipline areas of mathematics, English, and reading. These discipline groups were made up of members from each campus. The members included program directors, faculty members who were identified by the program directors, academic deans, the Director of Testing, and members from the data systems department.

The purposes of the discipline groups were to recommend which state approved test would be used and to examine the curricula of the college preparatory courses and college level courses from the perspective of the new state mandates. The Vice President for Educational and Student Services described the involvement of the discipline groups in these terms:

They were exposed to all the information. They saw the big picture from the very beginning.

They were part of the solution and the solutions became theirs. They helped to educate each other and other faculty members who were not in the group.

The Vice President for Educational and Student Services provided the focus for policy from the institutional point of view to the discipline groups. He also assisted with the flow of communication throughout the institution as the decisions were made. For example, the provosts were kept informed through weekly meetings with the Vice President of Educational and Student Services and the Vice President of Instruction and Program Planning through less formal discussions.

The recommendations of the discipline groups involved academic and testing issues. One example of these recommendations was that MAPS be used as the placement instrument at Institution C. The recommendations were communicated to the dean for student services from each campus. The deans then discussed methods of implementing the recommendations that affected registration or counseling. The process behind formulation of the recommendations involved recycling information between these groups, eliciting the opinion of the college attorney on policy changes, and gathering input from the data system personnel regarding the possibility of implementation.

Recommendations of the discipline groups were forwarded to the President's Cabinet through the Vice President of Educational and Student Services. The cabinet

voted on the approval of all decisions. There was no resistance to the recommendations in cabinet meetings since most of the members were aware of the recommendations as they were being formulated.

One effect of the state mandate to provide preparatory instruction was a change in the enrollment patterns of students at Institution C. Prior to 1984, the college had not required students to enroll in developmental courses. With the restructuring of the curricula, the demarcation of college preparatory courses, and new state guidelines for student enrollment, a shift in student enrollment patterns was noted. Over a period of time this altered faculty work loads since instructors working with preparatory courses were required to extend their teaching hours. The funding formulas for college preparatory students were also altered since the original implementation.

Faculty members, for the most part, were pleased with the results of the academic screening and placement of students. Many faculty members had expressed their feelings that student performance had been decreasing, but the new state mandate enabled the establishment of higher performance standards.

The mandatory testing and placement requirements enabled the counselors to determine proper academic advisement. A few students who scored slightly below the cut-off scores on the placement test and who had other

academic credentials to justify retesting were given MAPS B, a second version of one of the state adopted placement tests. If the students scored above the cut-off score on the retest, they were placed in college level courses. This policy allowed counselors to make individual decisions regarding whether a student should be allowed to take a retest and it offered the student a recourse if they were unsatisfied with their scores on the first test.

Pattern of implementation

The people most affected by the changes participated in the planning activities documented at Institution C for the purpose of implementing F. S. 84-240.117. The decision making process was carried out over a period of time and involved personnel from various levels and areas of the institution. Existing personnel were utilized to carry out the changes necessary. The organizational structure was a part of the implementation pattern and activities that were fostered by the institution's authorities. This pattern of implementation was identified as institutionalized discipline.

The use of the participative process, in addition to the open flow of communication that was encouraged, promoted the acceptance of necessary change throughout the Institution. One administrator acknowledged that this reeducational strategy encouraged administrators, faculty, and staff to accept the changes. The use of a

reeducational pattern of implementation was evident at Institution C.

A few faculty and staff members were slow to comply with the new institutional policies resulting from the state mandate. One administrator remarked that there are always a few laggards who resist new methods of doing things. The problem was described as small in comparison to the number of faculty who readily accepted the changes. Those who were resistant were eventually forced through administrative pressure to accept the compliance with these policies as part of their faculty responsibilities. Manipulative persuasion was used by the administration and change agents to encourage those who were slow to adapt. The manipulative persuasion pattern of implementation was limited to use with only those who were slow to comply.

Three implementation strategies were utilized to various degrees at Institution C. The main patterns of implementation included institutionalized discipline and a reeducational approach. Manipulative persuasion was identified as a minor implementation pattern.

Planning objects

Planning activities were directed toward developing an educationally sound system for identifying students and placing them in preparatory courses. In addition, the foci of the activities included the placement instrument to be used, the curricula of the preparatory courses, the methods

of staffing and teaching, and the necessary institutional support systems needed to carry out the implementation and report compliance to the State Department of Education. Discipline groups as well as key individuals within those groups were involved in the activities. The purpose of their involvement was not only to utilize their expertise in the decisions, but also to enhance the flow of communication regarding the changes throughout the institution and to have the participants own the decisions. The primary planning objects identified at Institution C included the group/individual and the organization/environment.

A less emphasized object of the planning activities included the reorganization of the various subsystems within Institution C. These activities focused on alterations within the subsystems to meet both the needs of the state organization and the students and to ensure the well-being of the institution. As a result, the system and subsystems were a minor object of planning activities.

Application of the Model

An analysis of the planning activities at Institution C was compared to the conceptual frame of reference (Inbar, 1980) as a model for educational planning. The comparison revealed that two primary implementation patterns were identified. These were the use of both institutionalized discipline and a reeducational pattern to insure the

implementation of the state mandate. A secondary pattern of implementation was identified as the use of manipulative persuasion.

Two objects of these planning activities were identified as combinations of group/individual and organization/environment. The planning object, system/subsystem, was identified to a lesser degree. Figure 7 is a profile of the two categories of planning activities found at Institution C in relation to Inbar's (1980) conceptual frame of reference.

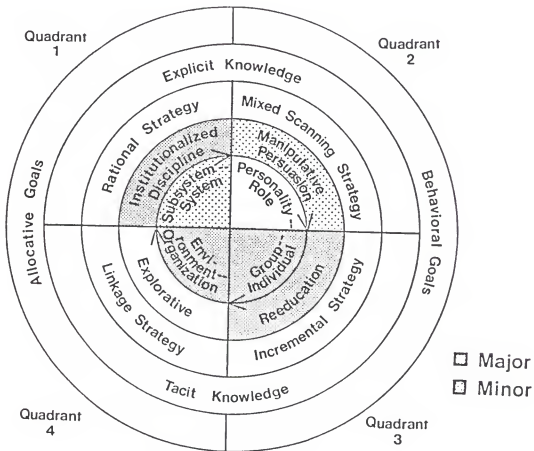


Figure 7. Implementation profile at Institution C (Adapted from Inbar, 1980, p. 383).

Comparison Among Institutions

The data collected from three community colleges were reported in case studies depicting the implementation of the same state legislation at each institution. Following each case study, the data were compared to the final two categories of the conceptual frame of reference (Inbar, 1980). The comparison yielded similar interpretations at each institution. At each institution a committee made up of faculty members and administrators was used to identify and recommend needed changes. At each institution, the members of the committee spread information regarding the changes throughout the institution. These similarities were the basis for the identification of both institutionalized discipline and reeducational patterns at each institution.

Although administrators at each institution remarked that the majority of faculty members seemed pleased with the more stringent guidelines for remedial education, at least one administrator at each institution mentioned there had been a few faculty and staff members reluctant to adapt to the new policies resulting from the state mandate. In all cases, the administration had applied subtle, yet increasingly strong pressures on those individuals not in compliance. It appeared that manipulative persuasion was used with reluctant individuals as a secondary pattern of implementation rather than as a preferred method.

The relationship between the State Department of Education and the institutions was recognized as one object of planning activities at each institution. In addition, the decision making committees at each institution focused on the needs of the students as individuals and as a group. The relationships of some subsystems to each other and to the institution as a system were lesser objects of planning activities at each institution.

Comparison of Compiled Data to the Conceptual Frame of Reference

The complete conceptual frame of reference (Inbar, 1980) included five categories of planning activities. These were goal orientation, type of knowledge, planning strategy, pattern of implementation, and planning object. Various levels of each category were identified in Parts I and II of the study.

The first three categories of the conceptual frame of reference (Inbar, 1980) were identified from data collected in Part I. Data from Part II were used to identify the final two categories of Inbar's (1980) model at each of the three selected community colleges. Since the findings from each institution were identical, only one combination of data from Parts I and II was necessary to depict the findings for the complete planning process. The combination was compared to Inbar's (1980) model to provide a complete set of planning activities.

Inbar's (1980) model contained two types of goal orientations: allocative and behavioral. A combination of both types of goals was identified from the data in Part I. The allocative goals associated with the planning process studied included desires to change enrollment patterns, the clear identification of student needs, and separate college preparatory instruction. Behavioral goals included the desires for increases in the quality of instruction, more thoughtful enrollment efforts on the part of students, and better academic advisement from high school and college counselors. The two types of goals were interrelated to such an extent that they were difficult to separate. It was not possible to determine if one goal orientation was more dominant. Instead, a combination of allocative and behavioral goals were descriptive of the data found in this study.

Inbar's definitions of the types of knowledge used as the basis of decision making included a second dichotomy: explicit or tacit knowledge. Explicit knowledge was identified as being used by the decision makers in the first part of the study. Information regarding the issues and the people supporting the bill was openly expressed throughout the decision making process.

Inbar (1980) suggested that the combination of identified goal orientation and type of planning enabled the researcher to identify the quadrant where most of the

planning activities fell. The identification of the dominant quadrant then enabled the researcher to describe the type of planning that had occurred. In this study the combination of allocative and behavioral goals with explicit knowledge did not define a dominant quadrant in the model. Instead, both quadrants I and II had two identified levels of categories, and quadrants III and IV contained one.

Inbar (1980) provided four definitions for types of planning strategies utilized in carrying out the decision making process: rational, mixed scanning, incremental, and linkage. The planning strategy descriptive of this study was detected through recording the methods by which the legislation was passed. A linkage strategy was evident in the activities surrounding the passage of the massive legislative act. The dominant use of a linkage strategy was clearly evident from the findings. A linkage strategy was classified by Inbar (1980) as a quadrant IV planning activity.

Four patterns of implementation were defined in the conceptual frame of reference (Inbar, 1980). The patterns included institutionalized discipline, manipulative persuasion, reeducation, and explorative. An identical combination of patterns was observed at all three institutions. The primary patterns of implementation identified were institutionalized discipline and a

reeducational approach. Institutionalized discipline and a reeducational pattern were contained respectively in quadrants I and III of Inbar's model (1980). The implementation pattern of manipulative persuasion, a quadrant II activity, was noted at each institution as a secondary pattern.

Four sets of planning objects were defined and classified in the conceptual frame of reference (Inbar, 1980). The planning objects were subsystem/system, personality/role, group/individual, and environment/organization. Inbar (1980) stated that these objects of the planning activities were not found as commonly in only one particular quadrant of the model as were the other categories. He warned that a set might be found in any quadrant. An arrow was included in the model rather than a solid line to depict this possible movement of a set of planning objects from one quadrant to another.

The three sets of system/subsystem, group/individual, and environment/organization were the objects of planning identified at each institution. Again, the similarities between institutional responses were evident. The identification of the three sets of planning objects at each institution suggested that several parameters were being considered by the committees. They appeared to be balancing the needs of the state system as determined by the legislated requirements, the educational needs of the students, and the needs of the institution. The needs of

one sector could not be addressed without determining the consequences of those changes on the other sectors. Therefore, an interrelationship existed between the three sets of planning objects.

The three planning objects identified were located in different quadrants of the model. Inbar (1980) loosely categorized the three sets with specific quadrants although also allowing each to be associated with other quadrants. Group/individual was categorized as a quadrant III object. Environment/organization was categorized as a quadrant IV object. The secondary set of objects identified, system/subsystem, was categorized as quadrant I objects (Inbar, 1980). The complete set of identified categories is included in Figure 8.

Inbar (1980) warned that the levels within the categories were not mutually exclusive and that more than one level might be identified for each category. The results of comparing data from this study to the model (Inbar, 1980) were that a combination of levels were found in three of the five categories. The primary and secondary levels of a category are shaded differently in Figure 8. The figure shows the number of categories identified in each of the four quadrants. Quadrant I had three levels of primary and one secondary category designated. Quadrant II had two primary and one secondary category level indicated. Quadrants III and IV each contained three

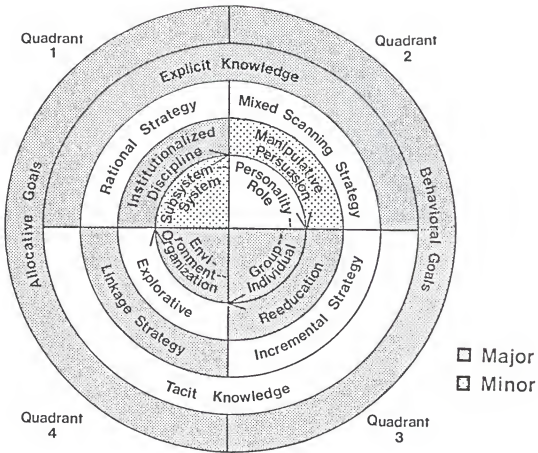


Figure 8. The combination of data compared to the conceptual frame of reference (Adapted from Inbar, 1980, p. 383).

primary levels of categories. No quadrant had appreciably more categories identified than another. Therefore, no quadrant was more dominant. The planning activities identified in the study were examples of all four types of planning as defined by Inbar (1980). Consequently, the process can be described as an eclectic concept of planning since all of the planning configurations included in Inbar's (1980) model actually occurred.

The researcher generally was satisfied with the usefulness of the model as a tool for studying the planning process. The five categories within the model were useful as an outline for data collection and analysis. Most of the sixteen category levels also appeared appropriate and were easily delineated. However, the existence of two of the sixteen category levels was difficult to determine. The planning objects, role/personality, were difficult to measure leaving the researcher to conclude that no significant emphasis was given these planning objects at the institutions studied. The researcher also questioned the ability to measure the extent of manipulative persuasion that was used as a pattern of implementation at an institution. Perhaps the use of this pattern was obscured within the organizational structure and not obvious to an outside researcher. All other category levels of the conceptual frame of reference (Inbar, 1980) appeared to be more easily detected from the data.

Two specific inconsistencies were observed between the recorded example of statewide planning for Florida community colleges and Inbar's (1980) theory of educational planning. One inconsistency dealt with the definition of planning as a continuous cycle consisting of formulation and implementation stages. In the recorded process, the formulation stage appeared to be a beginning, and the implementation stage appeared to be a closure point in the

process. The administrators of each community college noted that the impact of the legislation could not yet be measured accurately two years after changes had occurred. In spite of the lack of information regarding the impact of a previous state law, legislators appeared to continue formulating new legislation.

There did not appear to be an effective mechanism in place to allow sufficient feedback from the institutions to affect the legislative process. The efforts of the community college personnel to communicate with the legislature were not perceived by the researcher to be as significant in the entire planning process as the communication that flowed from the legislators to the institutions. Therefore, although the planning process ideally should have been cyclic, the link from the implementation stage to the formulation stage appeared to be weak.

The second inconsistency between the data and Inbar's (1980) theory of educational planning was that the recorded planning process was eclectic rather than exemplifying one type of planning. There was little evidence to indicate that those involved in the formulation stage identified a desirable systematic planning process. The formulation process that resulted was not preplanned. Additionally, the educational planners of each community college studied reflected the philosophy of management and planning

recognized at their institution. The comparison of implementation processes at each of the community colleges indicated that these philosophies were similar at all of the institutions in the study and that policy changes required by the state legislation were incorporated in the institutional planning process. The result was an eclectic process that was not addressed by Inbar (1980).

In spite of the two aforementioned inconsistencies, Inbar's theory (1980) did provide a complete framework for the examination of the planning process. The utilization of both stages of planning provided a complete picture of the events and the categories of the model were utilized as focal points around which data were collected and analyzed.

Summary

The study of F. S. 84-240.117 was organized to reflect both the implementation and formulation stages of the planning process. The data from the formulation stage were reported as a case study and then compared to Inbar's (1980) conceptual frame of reference. The goal orientation, type of knowledge, and planning strategy utilized by those involved in the formulation and passage of the legislative decision were identified. These identified category levels were both allocative and behavioral goals, explicit knowledge, and linkage strategy.

Data from the implementation stage of the planning process were reported as a case study of each of the

selected community colleges. Data from each community college studied were compared to the conceptual frame of reference to determine the implementation strategy and planning objects utilized at each institution for the implementation of the legislative decision. The comparisons of institutional findings to the model produced an identical combination of category levels at each institution. The combination of category levels included both institutionalized discipline and a reeducational approach as primary patterns of implementation and manipulative persuasion as the secondary pattern of implementation. The two sets of identified primary planning objects were group/individual and environment/organization. System/subsystem was indicated as a secondary set of planning objects.

Data from the two parts of the study were combined to produce a complete set of planning activities. The complete planning process was compared to Inbar's (1980) model to determine consistency within one or more of the quadrants. This compilation and comparison revealed that the category levels identified in the study were included within all four quadrants of Inbar's (1980) model. Therefore, the planning activities recorded in this study were examples of all four types of planning as defined by Inbar (1980). The planning process was identified as eclectic.

Inbar's (1980) the conceptual frame of reference generally was determined to a complete and useful model for the studying the planning process. It proved useful for the collection and analysis of data regarding the statewide planning process recorded in this study.

There were two noted inconsistencies between the recorded example of statewide planning for Florida community colleges and Inbar's (1980) theory. First, there was a difference in the definition of the concept of planning. Second, Inbar (1980) did not include an eclectic planning process in his discussion of the various types of planning that occur.

Chapter V includes conclusions drawn from the analysis of data regarding trends observed in both parts of the study as well as the usefulness of Inbar's theory and model of educational planning (1980). The final chapter also includes recommendations for further study in related areas.

CHAPTER V
CONCLUSIONS AND RECOMMENDATIONS

Introduction

The purpose of this study was to examine one example of statewide planning for the community college system and compare the data to Inbar's (1980) conceptual frame of reference to determine the usefulness of this model for educational planning. The planning process upon which this study focused was the creation and subsequent implementation of Florida Statute 84.240.117. The planning process was studied in two parts: the formulation of the statewide plan and the implementation of the plan at three selected community colleges.

Data for the first part of the study were collected through interviews with key individuals identified as being influential in the formulation and passage of F. S. 84-240.117. An interview guide was developed to provide a basis for the interviews. The data collected through interviews and legislative documents were combined, and a case study of the formulation stage was reported. Following this case study, data were compared to the first three categories of Inbar's (1980) model. Appropriate levels of the three categories were identified, and a

profile of the planning activities was shown in relation to the conceptual frame of reference (Inbar, 1980). The results were that some planning activities were identified in each of the four quadrants of the Inbar's (1980) model.

Data for the second part of the study were collected through interviews with key administrators of three selected community colleges. These administrators were identified as having played a significant role in the implementation of F. S. 84-240.117 at their institutions. An interview guide was used as a format for the interviews. The data collected from each institution were reported in a case study describing the implementation process. Data for each institution were compared to the final two categories of Inbar's (1980) conceptual frame of reference and depicted in relationship to the model. A comparison among the findings for each institution showed the results were identical.

The analyzed data from Parts I and II were compiled. The complete set of planning activities was shown in relation to Inbar's (1980) model. The comparison of data to the model showed that planning activities fit into all four quadrants of the conceptual frame of reference. There was no appreciable difference between the number of categories identified in each quadrant. Therefore, no one type of planning as discussed by Inbar (1980) was descriptive of the statewide planning effort in this

study. Instead, an eclectic planning process was identified.

Two inconsistencies were identified from the comparison of data to Inbar's (1980) theory of educational planning. First, planning was not as continuous a process where future decisions were based on past implementation experiences. Second, Inbar did not address the existence of an eclectic planning process as was recorded in this study.

The researcher found that Inbar's (1980) model was generally useful. It served as a basis for the organization of the study and was useful in analyzing the planning process that occurred.

Chapter V includes conclusions drawn from the findings of this study. These conclusions address the formulation stage of the planning process, the institutions visited, the usefulness of Inbar's (1980) conceptual frame of reference, and the issue of statewide educational planning. Implications derived from the findings of the study are also included. Finally, the chapter includes recommendations for further research in the areas of statewide educational planning and institutional planning.

Conclusions

One main conclusion was drawn as a result of the findings of this study. Several subconclusions also resulted. These conclusions regarded the two parts of the

study and the usefulness of Inbar's (1980) conceptual frame of reference and educational planning theory.

Main Conclusion

Legislators have taken a new perspective of their role in the statewide planning process during the past two decades. It appears that the trends toward legislative involvement and demands for educational accountability will continue for several more years.

Each participant in the first part of the study predicted that the role of the legislature in planning efforts for all educational systems would increase in future years. Several of these participants mentioned their intent to continue to reform many of the statewide programs. The community college administrators who participated in the second part of the study also expressed their opinions that future legislation would greatly impact community colleges for many years to come. However, the impact of numerous issues and individuals on the development of state legislation has decreased the likelihood of a rational or well-defined planning process.

The statewide planning process identified in this study was only one example of the eclectic type of planning that apparently occurs during a typical legislative session. A large number of issues were considered, discussed, and voted on during the 1984 legislative session. Many of these issues affected the state education

systems. Legislators selected and fostered either the support or demise of legislation. Their decisions were based on both their perception of the issues and on political pressure.

The question remains as to the proper role of legislators in the planning process. Legislators apparently perceive their roles as being the creators of solutions rather than as partners in the planning process. This concept limits their acceptance of a continuous planning process and their reliance upon information from such sources as state educational agencies or the community colleges. Further, this system of decision making does not recognize any theoretically proven basis for the planning decisions. There is an obvious need for the acceptance and utilization of a planning theory to provide definition and structure to the statewide planning process. The use of such a theory would also supply role definition to the participants in the process.

Subconclusion 1

The process investigated in this study did not exemplify continuous planning as defined by Inbar (1980). His definition of planning included both the formulation and implementation stages as a continuous cycle in the process. Although planning should theoretically be continuous, the planning process investigated in this study began at the formulation stage with the identification of

perceived problems at Florida community colleges. This identification was based in part on data collected from these institutions; but to a greater part on the perception of the legislators.

The decisions regarding the passage of the legislation studied were based on two kinds of information. The first kind of information centered on the need for legislation to address postsecondary remedial education programs. The second kind of information included the political pressure placed on those voting for the particular bill. Several pieces of information were absent from the decision making process. These included data regarding possible outcomes such as the impact of the legislation on community college enrollment or the impact on economic and social factors in the communities at large. This information was not provided to the legislature, thereby creating a gap between information needed and information available. It appeared that this gap of information permitted the vote to be affected to a greater extent by political pressure. Additionally, the bill was combined with other pieces of legislation during the session. The result was that legislators voted to pass the bill because of the linkage strategy used and political pressure applied, not necessarily because they supported the specific issue that was the focus of F. S. 84-240.117.

Future legislative decisions that represent the formulation of statewide planning efforts should utilize

complete and accurate information from those responsible for the implementation of those decisions. Consequently, legislators should be receptive to this information, state educational agencies responsible for the collection of the information should be highly involved in the decision making process, and community college personnel should aggressively be involved as legislation is formulated.

Subconclusion 2

The statewide planning process appeared to have been inadvertently eclectic rather than systematic and focused. The recognition of a suitable educational planning theory could have provided a more efficient process. For example, Inbar's theory of educational planning could have been used as the basis for the development and implementation of F. S. 84-240.117. The process would have included information gathered from community colleges by a planning agent, perhaps the Postsecondary Education Planning Commission. This information would have been examined along with additional social indicators such as employment statistics to provide a complete picture of the need for postsecondary remedial programs throughout the state. The planning agent would then determine the desired goals based on the recognized needs. The next step would have been to examine the conceptual frame of reference (Inbar, 1980) and determine the most appropriate type of planning process based on the identification of the first two categories.

If the goals were identified as allocative and explicit knowledge had been used to formulate those goals, a rational planning strategy would have been utilized. This would include planning well in advance, relying on a well-ordered system for making the decisions, and implementing the plans. The implementation stage could have then been based on an institutionalized discipline including the rational hierarchy within each community college. The relationship of the subsystems within the community college could have been adjusted to accommodate the needed changes. The outcomes would have been measured to determine the impact on the institution as well as the achievement of goals. The results then would be communicated to the planning agent to serve as the basis for future planning.

This is only one of the four processes of planning included in Inbar's conceptual frame of reference. Other examples also could have provided a direct and predetermined set of activities that would have led to a complete and well-defined planning process.

Subconclusion 3

Many of the planning activities conducted by Florida community colleges were in anticipation of future state mandates. Numerous planning activities associated with the issue of postsecondary remedial education were conducted at each community college in this study. Many of these

planning activities were conducted prior to the passage of F. S. 84-240.117.

Evidence of planning activities that anticipated the state mandate included the selection and use of placement instruments at each institution prior to 1983. Incremental changes were initiated at each campus over several years in response to the identified problems. These incremental changes were initiated because of the institutional planners' desire to correct the problems through educationally sound policies and also in preparation of foreseeable future statewide policy changes. Consequently, the impact of the state mandate identified in this study was difficult to isolate from the impact of the series of institutionally initiated changes that occurred over several years prior to the legislated requirements.

One noted impact of the state law was that institutions were forced to adopt more rigid policies that limited their ability to respond to the needs of some students. The only flexibility included in this law was that institutional planners were given a choice of four academic placement instruments and the choice of various ways to implement the changes. There appeared to be very little flexibility built into the law for institutional decisions that would address the individual needs of the communities served by the community colleges. This was in conflict with the statewide mission assigned to the

individual community college to plan for, design, and implement educational programs to meet the needs of its communities.

Implications of This Study

The purpose of this study was to investigate one example of statewide planning in comparison to Inbar's (1980) model of educational planning. This investigation resulted in several findings and conclusions that can be applied to future efforts of statewide planners. Four implications for future efforts were derived from the study.

Implication 1

The complexity of the statewide educational planning process necessitates the utilization of a comprehensive planning theory. The theory must be comprehensive to encompass the multi-faceted process and the numerous issues and participants that interact during that process. Additionally, the theory must permit flexibility so that each example of statewide planning can be in response to specific situations.

Inbar's (1980) theory and the conceptual frame of reference can be utilized as a basis giving direction to concepts and aspects of the complex process of statewide educational planning. The comprehensive scope of the framework, the alternative combinations of activities, and the holistic concept of planning are evidence that the

theory and model (Inbar, 1980) can provide an appropriate basis for such a multi-faceted process.

Implication 2

Community college leaders must be aware of their role in providing information regarding the impact of legislation on the institution and the community. They must remain active participants in the legislative process.

A system should be designed that permits more direct feedback from the community colleges to the legislative branch of state government. This would allow legislators to rely more on information from the field.

Part of this system should incorporate the formation of a consensus of positions from the 28 community colleges. The development of consensus positions on issues to be considered by the legislature would be more valuable to the legislative process than various interpretations or explanations of the same information provided by individual institutions.

This system of feedback would further strengthen the concept of planning as a continuous process. It also could result in a more integrated and rational approach to planning and a stronger relationship between the participants in the formulation and implementation stages of the planning process.

Implication 3

The role and responsibility of a state planning agent for the community college system should be strengthened.

This agent should be given the authority to design the statewide planning process and the responsibility for compilation of a complete set of information to be used during the process. The legislature should respect the expertise of this agent on issues affecting the community college system. Community college personnel who must coordinate the implementation process should also respect the role and responsibility of this agent and develop a cooperative line of communication.

Implication 4

The assigned mission of the community college to serve the needs of the local communities can be jeopardized by state requirements that do not permit any deviation. The legislature should develop laws that permit some flexibility in the implementation. The delegation of some decision making power would enable the administrators responsible for implementation to meet the intent of the law and also the needs of the local community.

Recommendations

The study of educational planning is complex and yet necessary for the future development of healthy and effective educational systems. Such studies should examine the processes of planning as well as the participation of individuals and groups in those processes. Therefore, the following areas of research are suggested:

1. Additional studies could be conducted to verify the usefulness of Inbar's (1980) model of educational

planning for examining the processes affecting various sectors of the educational system. Lembcke (1984) found the model useful for describing sets of planning activities at one institution of higher education. She determined that six of the seven sets of planning activities in her study were identified with one quadrant of the model. In comparison to Lembcke's findings, the results of this study also determined that the model was useful although an eclectic process was identified. Therefore, additional studies regarding the usefulness of the model might explain the difference between Lembcke's findings and the results of this study. Additional studies could also investigate the usefulness of the model for describing planning activities at other levels of educational systems.

2. Further research is needed to examine the interrelationship of levels within given categories contained in Inbar's (1980) conceptual frame of reference.
3. Research should be undertaken to investigate the usefulness of other educational planning theories and models for the study of statewide educational planning efforts. These studies could included an investigation of various sectors within statewide educational systems.

4. Research is also needed to determine the proper relationship and roles of the various actors within the planning process.
5. Studies of the responses institutions and educational systems exhibit toward external and internal forces impacting planning efforts are needed.
6. Further research should be conducted to determine effective methods of measuring various aspects of the implementation stage of planning. Such methods might determine the outcomes of successful educational planning, the degree to which plans are implemented, or the impact of change on subsystems within an institution.
7. Additional research is needed to validate precise instruments for collecting data regarding statewide or institutional planning.

The recommendations resulting from this study included further research needed in educational planning. This need exists because of the ever-changing future. The spectrum of change that lies ahead for educational institutions and for educators necessitates an understanding of the topic of planning. This understanding should continue so that the process becomes increasingly efficient and outcomes more effective.

APPENDIX A

FLORIDA STATUTE 84-240.117

(1) On or before June 30, 1984, from tests currently in use in community colleges and universities, the State Board of Education shall specify common placement tests and testing procedures which will assess the basic computation and communication skills of students who intend to enter a degree program at any public community college or state university. Effective July 1, 1985, the state board shall adopt scores below which a student is determined to need additional preparation. The State Board of Education shall adopt rules which enable the community colleges or state universities to implement appropriate modifications of the test instruments or test procedures for exceptional students.

(2)(a) Effective July 1, 1985, community college or state university students who have been identified as requiring additional preparation pursuant to subsection (1) shall enroll in college preparatory adult education pursuant to s. 228.072 in community colleges to develop needed college-entry skills. These students shall be permitted to take courses concurrently in other curriculum areas for which they are qualified while enrolled in college preparatory instruction courses. Credit awarded for college preparatory instruction may not be counted towards fulfilling the number of credits required for a degree.

(b) The administrators of a state university may contract with a community college board of trustees for the community college to provide such instruction on the state university campus. Any state university in which the percentage of incoming students requiring college preparatory instruction equals or exceeds the average percentage of such students for the community college system may offer college preparatory instruction until the year 1990 without contraction with a community college.
(State of Florida, 1984, p. 1522)

APPENDIX B

INTERVIEW PREPARATION GUIDE, PART I

The following are samples of the types of questions that will be asked during the interview. The questions concern the development and passage of Florida Statute 240.117, a legislative bill of the 1984 session.

How did you assist in the development and/or passage of this bill?

What were the major goals desired to be reached through the passage of this piece of legislation?

What sources of information or types of people did you use to discuss your feelings on the bill or to gather additional information regarding the bill?

Briefly describe the major events and strategies used that led to the passage of this bill.

APPENDIX C

INTERVIEW GUIDE, PART I

(General information questions)

How did you assist in the development of this bill?

(Probing questions)

Did you support the passage of this bill?

Did you desire to see the bill passed in a form other than its final state?

(Type of goal)

What were the major goals desired to be reached through the passage of this piece of legislation?

(Probing questions)

Was this legislation designed to affect the distribution of resources such as people, monies, or materials? If yes, what resources were affected?

Was this legislation designed to change the behavior of students, faculty, administrators, or the public? If yes, whose behavior was it designed to change and in what way?

Was this legislation designed to affect additional changes you have not mentioned? If yes, what changes was it designed to affect and in what way?

(Type of knowledge)

What sources of information or types of people did you use to discuss your feelings on the bill or to gather additional information regarding the bill?

(Probing questions and ideas)

You did not mention _____ as a source of information used. Did you rely on them for information?

Legislative staff	State Dept. of Education
Governor's staff	Legislators
Lobbyists (specify)	Media
Educational administrators (specify)	

With whom did you discuss your feelings and reasons regarding your stand on this bill?

Legislative staff	State Dept. of Education
Governor's staff	Legislators
Lobbyists (specify)	Media
Educational administrators (specify)	

Were your feelings and reasons discussed in a private or public forum? Specify examples.

Was your input on this bill based on personnel beliefs or feeling you may not have expressed to the public? If yes, please explain.

(Planning strategy)

Briefly describe the major events and strategies used that led to the passage of this bill.

(Probing questions)

What were the chronological order of major events leading to the passage of this bill.

Which of these statements are descriptive of the process leading to the passage of this bill?

- ___ A series of small steps or strategies, each determined by the last;
- ___ A set of strategies planned prior to the 1984 legislative session;
- ___ A combination of both pre-planned strategies and more immediate strategies determined by events as they occurred;
- ___ A network of related issues was used to build a support system for the passage of this bill.

APPENDIX D

INTERVIEW PREPARATION GUIDE, PART II

The following are samples of the types of questions that will be asked during the interview. The questions concern the implementation of Florida Statute 240.117, a legislative bill of the 1984 session.

Describe briefly the changes at this institution as a result of Florida Statute 84-240.117.

Describe the process of decision making in regard to the changes you noted earlier?

What individuals or group of people were responsible for carrying out the implementation?

How has the implementation affected their roles and responsibilities?

Briefly describe any training given to the faculty, staff, or administrators regarding the implementation.

APPENDIX E

INTERVIEW GUIDE, PART II

(General information question)

Describe briefly the changes at this institution as a result of Florida Statute 84-240.117.

(Implementation strategy)

What steps were taken to bring about these changes?

Describe the process of decision making in regard to the changes you noted earlier?

(Probing questions or ideas)

What was the level of involvement of these individuals in the decision making process?

President

Vice President of Academic Affairs

Deans

Provost

Counselors

Director of Testing

Registrar

Testing Office Staff

Personnel Director

Other Administrators (Specify)

Faculty

Staff

Students

Would you describe the process of decision making as . . .
organized and systematic?

a team effort?

democratic?

exploratory?

coming from the top administrators down to those
responsible to implement the plan?

coming from administrators responsible for
implementing the decisions and relayed back to top
administration?

coming from certain committees? Specify which
committee(s).

No formal structure of decision making was used.

After the initial decisions were made, what criteria were used to determine further steps?

- _____ Field tests
- _____ Impact studies
- _____ Experiences of other institutions
- _____ Belief in the decisions made

(Planning objects)

What individuals or group of people were responsible for carrying out the implementation?

How has the implementation affected their roles and responsibilities?

Briefly describe any training given to the faculty, staff, or administrators regarding the implementation.

(Probing questions)

Has the attitude of the group or individuals involved in implementation changed during the past two years?
If yes, describe how the attitudes have changed.

Were members of the community involved in any way with the decision making process or the implementation? If yes, describe their involvement.

Has the organizational structure of the college changed as a result of the implementation of this legislation?

If yes, please describe the changes.
If no, did the roles and responsibilities of existing positions change?

Have you altered your expectations of the behavior of those implementing the changes? If yes, please explain.

APPENDIX F

THE MASTER PLAN FOR FLORIDA POSTSECONDARY EDUCATION: RECOMMENDATIONS FOR REMEDIAL EDUCATION

1. The Articulation Coordinating Committee (established by the State Board Rule 6A-10.24(14), with the addition of representatives of K-12 education) should identify those academic skills that must be acquired in K-12 (pre-college) and those skills that are best developed in college. Performance standards for those communication and computation skills necessary to succeed in college should be defined and made clear to the schools.

2. Entrance to all non-vocational forms of postsecondary education, including admission to college-parallel programs in community college, should be limited to students who meet minimum standards for those essential skills identified as appropriate for college freshmen (pre-college skills).

3. No later than 1990, the responsibility for ensuring that students have met the standards for communication or computation skills identified as pre-college (or those skills appropriate and necessary for students who plan to enter college should clearly reside in the K-12 sector. In those counties where all of adult education is provided by the local community colleges, adult students still in need of pre-college skills would return to the community college. Such students should not be admitted to a college-parallel program until they meet the minimum standards for those essential skills identified as appropriate for college freshmen.

4. The State should finance transitional services between K-12 and postsecondary education that would help students to remedy deficiencies in those essential skills identified as necessary to begin college level work (pre-college). These remedial transitional services should be offered in Florida public community colleges and state universities should require entering students to complete an assessment test to measure levels of attainment of communication and computation skills. Students found under prepared in academic skills should successfully complete remedial courses before proceeding in those areas. Within the students' abilities, they should, however, be allowed to take regular courses in other curriculum areas. In this way, the students in remedial courses are not "tracked" and isolated from the mainstream. All remedial courses should require exit examinations.

5. By 1990, remedial courses should be limited to students with special needs such as older, returning students. These mature students will require upgrading in basic academic skills when they return to a formal educational environment for occupational and academic advancement. The community colleges are often the most appropriate place to provide these services.

6. The State should provide adequate funding to Florida public community colleges for these transitional services. This funding should continue until the current crisis in student underpreparation and underachievement passes and proposed changes are made in the K-12 sector. The State also should provide local school districts adequate funding for remedial programs to help students overcome deficiencies at an earlier, more appropriate stage in their lives.

7. Universities should not offer remedial education except for students in special admissions programs. Universities should engage local community colleges to provide this remedial assistance whenever possible.

8. The Commission recognizes the significant contributions made by Florida Agricultural and Mechanical University assuring minority participation in postsecondary education and supports its continued offering of quality remedial education. Quality improvement funds should be provided to enhance these programs.

9. Exemplary efforts should be expanded statewide and made part of a consistent state policy on remedial education.

10. Full use should be made of the recent advances in educational technology in providing remedial program. The personalized approach that technology permits in support of regular classroom instruction is particularly appropriate for use in remedial education.

11. Reasonable standards and time limitations should be placed on students to ensure that they do not remain in remedial education programs indefinitely. (Postsecondary Education Planning Commission, 1982, pp. 97-99)

APPENDIX G

ENHANCING THE PARTICIPATION OF MINORITIES IN FLORIDA POSTSECONDARY EDUCATION: RECOMMENDATIONS FOR REMEDIAL EDUCATION

1. As recommended in the K-12 section, high school diploma standards should be raised by 1990 to a level more closely approaching beginning college standards, thus requiring less remedial education to be offered in the colleges.
2. Standards should be established in keeping with S.24, Chapter 83-325, Laws of Florida which will determine placement of students in college-level courses or in college preparatory courses.
3. The work now being done to develop a single entry-level, placement test, which would be a derivative of CLAST, should continue. This test should be subjected to all checks of validity and reliability before being considered as an alternative to the existing placement tests mandated above.
4. Community college compensatory programs should be merged with adult education programs serving students with high school diplomas who intend to enter a community college or university. These merged programs should be referred to as college preparatory courses and provided by community colleges exclusively.
5. Statewide standards for college preparatory courses should be established which define acceptable levels of competencies required, student rates of progress, and total time allowed for completion. (Postsecondary Education Planning Commission, 1984, pp. 30-31.)

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BIOGRAPHICAL SKETCH

Patricia R. Campbell was born in Quinter, Kansas, in 1954. Her family moved to Florida the following year. She attended Wauchula Elementary School, Hardee County Junior High, and Hardee County High School, graduating in 1972.

Upon graduation from high school, Patricia attended the University of Florida and received a Bachelor of Science degree in elementary education with honors. After graduation, Patricia taught elementary school in Charlotte, North Carolina, and Newport News, Virginia, before moving to Ocala, Florida. There Patricia taught second and third grade before accepting a position as Elementary Learning Specialist at South Ocala Elementary School.


In 1980, Governor Graham appointed Patricia to serve a three-year term as a member of the Florida Primary Education Council. During that same year, Patricia began work on her master's degree in early childhood education at the University of Florida, graduating in 1982.

Work on her doctoral degree began in 1983. Patricia majored in higher education administration.

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


Phillip A. Clark, Chairman
Professor, Educational Leadership

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.

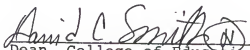

James L. Wattenbarger
Professor, Educational Leadership

I certify that I have read this study and that in my opinion it conforms to acceptable standards of scholarly presentation and is fully adequate, in scope and quality, as a dissertation for the degree of Doctor of Philosophy.


Sandra B. Damico
Professor, Foundations of Education

This dissertation was submitted to the Graduate Faculty of the College of Education and to the Graduate School and was accepted as partial fulfillment of the requirements for the degree of Doctor of Philosophy.

December, 1986


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Dean, Graduate School